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ABSTRACT

The major purpose of this convention is to examine how community resources and the modeling of correctional programs after realistic community patterns can be used as the vital element in restoring the offender to productive citizenship. This report includes the major presentations of guest speakers. Also included are sections dealing with the important topical areas: (1) expectations of correctional administration for correctional education, (2) correctional education as viewed by other persons involved in the correctional process, (3) the development of community correctional programs, (4) the role of research in correctional education, (5) higher educational programs within institutions, and (6) methods for helping inmates to internalize educational objectives. (BC)

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The 17th Annual Correctional Education Conference

June 3, 4, 5, 1968

Papers and Reports

SOUTHERN ILLINOIS UNIVERSITY
Carbondale, Illinois

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PAPERS AND REPORTS
OF
THE 17th ANNUAL CORRECTIONAL EDUCATION CONFERENCE

June 3, 4, 5, 1968

Region III
Correctional Education Association

and

Center for the Study of Crime, Delinquency, and Corrections
Southern Illinois University
Carbondale, Illinois

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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17th ANNUAL REGIONAL CONFERENCE ON CORRECTIONAL EDUCATION

Theme: "Correctional Education for Community Orientation"

SPONSORED BY:

The Center for the Study of Crime,
Delinquency, and Corrections

and the

University Extension Services

MONDAY, JUNE 3, 1968

8:00-9:00 a.m.	REGISTRATION AND SOCIAL HOUR Ballroom B, University Center
9:00	OPENING
PRESIDING	Al Bennett, Director, Youth Camps, Indiana and Chairman, Region III Correctional Education Association
INVOCATION	John Mates, Protestant Chaplain United States Penitentiary Marion, Illinois
WELCOME	Robert W. MacVicar, Vice-President Southern Illinois University Carbondale, Illinois
PRESENTATION OF GUESTS:	Charles V. Matthews, Director Center for The Study of Crime, Delinquency, and Corrections Southern Illinois University Carbondale, Illinois
KEYNOTE ADDRESS:	Ellis MacDougall, Director Connecticut Department of Corrections and President Designate American Correctional Association
11:00	LUNCH
12:30	SESSION I --- Ballroom B

The Probation Officer Looks at
Correctional Education

Chairman:

Leslie L. Hines, Director of Education
Illinois State Penitentiary
Menard, Illinois

Speaker:

H. Richard Gooch, Superintendent
Probation Development, Adult Parole
Authority, State of Ohio, Columbus, Ohio

1:30 WORKSHOPS

Ballroom A --- Youthful Offender

Permanent Co-Chairmen

Orville Zillman, Education Coordinator
Illinois Youth Commission
Chicago, Illinois

Al Bennett, Director, Youth Camps
Plainfield, Indiana

Special Consultant:

Delores Delahanty, ACSW
The Parkland Group Center
Louisville, Kentucky

Ballroom B --- Short Term Adult and The
Female Offender

Permanent Co-Chairmen

Mrs. Frances Kiefer, R.N.
Program Director, In-Service Training
Illinois Security Hospital
Chester, Illinois

Sam Satterfield, Director of Education
Black River Camp, Black River Falls,
Wisconsin

Special Consultant:

Gail S. Huecker, Superintendent
Kentucky Correctional Institution for Women
Pewee Valley, Kentucky

Ballroom C --- Adult Offender

Permanent Co-Chairmen

C.D. List, Supervisor of Education
United States Penitentiary
Terre Haute, Indiana

Tom V. Hageman, Director of Education
Department of Corrections, Jefferson City, Missouri

Special Consultants

Kerry Rice, Assistant Professor
Kent School of Social Work
University of Louisville
Louisville, Kentucky

David Musacchio, Director
Admission and Orientation
Kentucky State Reformatory
LaGrange, Kentucky

2:30 COFFEE BREAK

2:45 SESSION II --- Ballroom B

Developing Community Correctional Programs

Chairman:

Francis Ranger, Supervisor of Education
United States Penitentiary, Marion, Illinois

Speaker:

Gerald A. Collins, Director
Community Service Programs
U. S. Bureau of Prisons, Washington, D.C.

3:45 Workshops --- Permanent Co-Chairmen and Special Consultants as listed for Session I.

Ballroom A --- Youthful Offender

Ballroom B --- Short Term Adult and Female Offender

Ballroom C --- Adult Offender

TUESDAY, JUNE 4, 1968

9:00 a.m. SESSION III

University Research and Social Education of Offenders

Chairman:

Vernon Housewright, Assistant Warden
Illinois State Penitentiary
Vienna, Illinois

Speaker:

Vernon Fox, Chairman
Department of Criminology and Corrections
Florida State University
Tallahassee, Florida

10:00 COFFEE BREAK

10:15 Workshops --- Permanent Co-Chairman and Special Consultant as Listed for Session I.

Ballroom A --- Youthful Offender

Ballroom B --- Short Term Adult Female Offender

Ballroom C --- Adult Offender

11:15 LUNCH

12:30 SESSION IV

What the Administration Expects of Correctional Education

Chairman:

Tom V. Hageman, Director of Inmate Education
Missouri Department of Corrections
Jefferson City, Missouri

Speaker:

Joseph G. Cannon, Commissioner
Maryland Department of Corrections
Baltimore, Maryland

1:30 Workshops --- Permanent Co-Chairman and Special Consultants as listed for Session I

Ballroom A --- Youthful Offender

Ballroom B --- Short Term Adult and Female Offender

Ballroom C --- Adult Offender

2:30 COFFEE BREAK

2:45 SESSION V

Higher Education Transitional Programming --- A Look at Oregon Penitentiary Project Upward Bound

Chairman:

Robert J. Brooks, Lecturer
Center for the Study of Crime
Delinquency and Corrections
Southern Illinois University
Carbondale, Illinois

Speaker:

Mr. Bill Kennedy
Associate Warden
Oregon State Penitentiary, Salem, Oregon

3:30 Workshops --- Permanent Co-Chairmen and Special Consultants as Listed for Session I

Ballroom A --- Youthful Offender

Ballroom B --- Short Term Adult and Female Offender

Ballroom C --- Adult Offender

5:30 Social Hour --- Holiday Inn

7:00 Dinner and Entertainment --- Holiday Inn

WEDNESDAY, JUNE 5, 1968

9:00 a.m. Business Meeting

10:15 COFFEE BREAK

10:30 SESSION VI

"Speak Up, We Cannot Hear You"

Chairman:

Henry Burns, Jr., Instructor
Center for the Study of Crime
Delinquency and Corrections
Southern Illinois University
Carbondale, Illinois

Panel:

Max Frye, Warden
Menard Penitentiary
Chester, Illinois

Isabel H. Gauper, Superintendent
Missouri State Correctional Institution
for Women
Tipton, Missouri

Charles F. Harris, Warden
United States Penitentiary
Marion, Illinois

Stanley A. Macieiski, Warden
Illinois State Penitentiary
Vienna, Illinois

Ronald Studebaker
State of Wisconsin Camp Flambeau
Ladysmith, Wisconsin

John W. Wingo, Warden
Kentucky State Penitentiary
Eddyville, Kentucky

12:00 LUNCHEON

Presiding:

Elmer H. Johnson, Assistant Director
Center for the Study of Crime,
Delinquency, and Corrections
Southern Illinois University
Carbondale, Illinois

Introduction of Speaker:

Herman R. Lantz, Professor of Sociology
Southern Illinois University
Carbondale, Illinois

CLOSING ADDRESS: Walter Reckless, Professor
Department of Sociology
Ohio State University
Columbus, Ohio

Presentation of Awards

CONFERENCE COMMITTEE

Al Bennett, Chairman, Region II
Correctional Education Association
Director, Indiana Youth Rehabilitation Camps

Robert J. Brooks, Lecturer
Center for the Study of Crime,
Delinquency, and Corrections
Southern Illinois University
Carbondale, Illinois

Henry Burns, Jr., Instructor
Center for the Study of Crime
Delinquency and Corrections
Southern Illinois University
Carbondale, Illinois

Tom V. Hageman
Director of Education
Department of Corrections
Jefferson City, Missouri

Leslie L. Hines
Superintendent of Education
Illinois State Penitentiary
Menard, Illinois

Vernon Housewright, Assistant Warden
Illinois State Penitentiary
Vienna, Illinois

Mrs. Frances Kiefer, R.N.
Program Director
In-Service Training
Illinois Security Hospital
Chester, Illinois

C. D. List, Supervisor of Education
United States Penitentiary
Terre Haute, Indiana

Miss Royce Ragland
Research Assistant
Center for the Study of Crime,
Delinquency, and Corrections
Southern Illinois University
Carbondale, Illinois

Francis C. Ranger
Supervisor of Education
United States Penitentiary
Marion, Illinois

Peter Rompler, Operations Analyst
Center for the Study of Crime,
Delinquency and Corrections
Southern Illinois University
Carbondale, Illinois

Samuel O. Satterfield
Director of Education
Black River Camp
Black River Falls, Wisconsin

Charles Tuttle
Director of Education
Illinois State Penitentiary
Joliet, Illinois

Orville Zillman
Special Education Coordinator
Illinois Youth Commission
Chicago, Illinois

PARTICIPANTS AND VISITORS

Lawrence M. Aber
3 Greentree Road
Jefferson City, Missouri 65101
Missouri Dept. of Correction
Box 236
Jefferson City, Missouri 65101

Richard J. Baynwell
4915 S. Elati
Englewood, Colorado 80110
Tri-District Probation
P. O. Box 13
Denver, Colorado

Alfred L. Bennett
1040 Emory Lane
Indianapolis, Indiana 46261
Indiana Dept. of Correction
Box 323
Plainfield, Indiana

Dan Bosse
204 Julie
Plainfield, Illinois 60534
Stateville
Box 112
Joliet, Illinois 60434

Robert J. Brooks
1704 W. Freeman
Carbondale, Illinois 62901
Crime & Corrections Center
Southern Illinois University
Carbondale, Illinois 62901

John N. Brown, Corr. Supt.
703 S. 4th Street
Herrin, Illinois 62948
Federal Penitentiary
Marion, Illinois 62959

Henry Burns
608 Terrace Drive
Carbondale, Illinois 62901
Crime & Corrections Center
Southern Illinois University
Carbondale, Illinois 62901

Buscher, Alfred
Box 122
St. Charles, Illinois 60174
IYC
Illinois State Training
School for Boys
St. Charles, Illinois 60174

George M. Camp
1412 Julianne Drive
Marion, Illinois
Federal Bureau of Prisons
U.S.P.
Marion, Illinois

Elizabeth Cass
Route 2
Columbus, Wisconsin 92517
Wisconsin School of Girls
Box 178
Oregon, Wisconsin

Lt. Col. B. E. Caswell
U.S. Army Correctional Training
Facility
Fort Riley, Kansas
U. S. Army Correctional
Training Facility
Fort Riley, Kansas

Wib Crowder
Route 2 Box 198
Chester, Illinois 62233
Dept. of Public Safety
Menard, Illinois 62259

R. P. Darling
1901 State Street
Chester, Illinois 62233
Div. of the Criminologist
Dept. of Public Safety
Springfield, Illinois

Glen Daugherty
Fordland, Missouri
Missouri Dept. of Corrections
Jefferson City, Missouri 65101

Charles DeArk
Box 53
Pegram, Tennessee 37143
  State School for Boys
  Route 3
  Nashville, Tennessee 37218

F. A. Dickens, Teacher
U. S. Penitentiary
Marion, Illinois 62959

Alva N. Driver
1421 South Pickuick
Springfield, Missouri 65804
  Med. Center for Fed. Prisoners
  Springfield, Missouri 65802

Mary D. Edgar
Box 122
Illinois State Training School
  for Boys
St. Charles, Illinois 60174

Samuel H. Edmondson
1343 Kennedy Street, N.W.
Washington, D.C. 20011

Arthur R. Ellard
2221 Seabury Avenue
Terre Haute, Indiana
  U.S. Penitentiary
  Terre Haute, Indiana

T. W. Ferguson
544 Pine
Republic, Missouri 65738
  Medical Center
  Springfield, Missouri 65802

Charles E. Fields
118 Raines Street
Plainfield, Indiana 46168
  Indiana Boys Schools
  Box 211
  Plainfield, Indiana 46168

Vernon Fox
644 Voncile Avenue
Tallahassee, Florida 32303
  Florida State University
  Tallahassee, Florida 32303

W. H. Garrett, Teacher
U.S. Penitentiary
Marion, Illinois 62959

Herbert Gerdeman
1405 Court Street
Chester, Illinois 62233
  Illinois State Penitentiary
  Menard, Illinois 62259

Verona Gordon
4115 Birch Avenue
Madison, Wisconsin 53711
  Wisconsin School for Girls
  Box 178
  Oregon, Wisconsin

Mildred W. Graham
Tipton, Missouri 65081
  Missouri Dept. of Corrections
  Jefferson City, Missouri 65101

Gary Gray
208 E. Biddle Street
Baltimore, Maryland 21202
  Maryland Dept. of Correctional
  Services
  920 Greenmount Avenue
  Baltimore, Maryland 21202

Donald W. Gudmanson
410 Fourth Street
Beaver Dam, Wisconsin
  Wisconsin Correctional
  Institute
  Box 147
  Fox Lake, Wisconsin 53933

Marlis Gudmanson
410 Fourth Street
Beaver Dam, Wisconsin 53933
  Wisconsin Correctional Institute
  Box 147
  Fox Lake, Wisconsin 53933

Tom V. Hageman
1516 Willcoxon Drive
Jefferson City, Missouri 65101
  Missouri Dept. of Corrections
  Box 236
  Jefferson City, Missouri 65101

Charles E. Heilmann
  409 Houser Drive
El Dorado, Kansas 67042
  Wichita State University
  Wichita, Kansas 67208

Charles H. Hendry
Route 5
Marion, Illinois 62959
  U.S.P.H.S.
  Box 2000
  Marion, Illinois 62959

Don Herron
Box 617
Vienna, Illinois 62995
  Illinois State Pen.
  Vienna, Illinois 62995

Leslie L. Hines
Illinois State Penitentiary
Menard, Illinois

Vernon G. Housewright
Box 275
Vienna, Illinois
  Illinois State Penitentiary
  Vienna, Illinois 62995

Eugene V. Johnson
Box 451A
Route 1
Hartland, Wisconsin 53029
  Wisconsin School for Boys
  Box WX
  Wales, Wisconsin 53183

Sam H. Jones
815 North 5th
Vandalia, Illinois 62471
  State Farm
  Vandalia, Illinois 62471

W.F. Kennedy
575 Salem Heights Ave. South
Salem, Oregon 97310

Frances Kiefer
Illinois Security Hospital
Chester, Illinois

Mrs. Thomas W. Kirk
Scholastic Mag. & BR Service
16 Schultz Road
St. Louis, Missouri 63122

Dean Kraft
Box 252
Sheridan, Illinois
  Illinois Indust. School for Boys
  Sheridan, Illinois

George Lamkin
Illinois State Penitentiary
Menard, Illinois

Arthur LaSalle
1400 State Street
Chester, Illinois 62233
  Dept. of Public Safety
  Menard, Illinois 62259

Robert E. Lee
407 Vista Road
Jefferson City, Missouri 65101
  Inmate Education
  Department of Corrections
  Jefferson City, Missouri 65101

Stanley Levine
Illinois State Training School
for Girls
Geneva, Illinois 60134

Lawrence V. Lipe
1408 Riechman
Chester, Illinois 62233
  Dept. of Public Safety
  Menard, Illinois 62259

C.D. List
419 Osborne
Terre Haute, Indiana 47802

G.E. Lore, Teacher
U.S. Penitentiary
Marion, Illinois

W. A. Lunden
711 Beach Avenue
Ames, Iowa 50010
  Iowa State University
  Ames, Iowa

William H. Lyle
901 South Hadfield
Marion, Illinois 62959
  U.S.P.
  Marion, Illinois 62959

Thomas L. Mansfield
State School for Boys
Nashville, Tennessee 37218

Kent W. Mason
74 Gafield
Denver, Colorado 80206

J. H. Mates, Jr., Chaplain
U.S. Penitentiary
Marion, Illinois 62959

Fred J. Mayo
621 North Hollywood
Memphis, Tennessee
  U.S. Penitentiary
  Box 1000
  Marion, Illinois 62959

Charles T. McCarrey
810 South Walnut
Pontiac, Illinois 61764

K.D. McMurray, Teacher
U.S. Penitentiary
Marion, Illinois 62959

Charles P. Murphy
2230 South 9th Street
Sheboygan, Wisconsin 53081
  Kettle Moraine Boys School
  Plymouth, Wisconsin

Harold Nelson
Sandstone F.C.I.
Sandstone, Minnesota 55072

Lt. Col. K.G. Oliver
Hq. of U.S. Disciplinary
Barracks
Ft. Leavenworth, Kansas 66027

John Plank
738 E. Franklin Street
Waupun, Wisconsin 53963
  Wisconsin Correctional
  Institute
  Fox Lake, Wisconsin

Mrs. John Plank
738 E. Franklin
Waupun, Wisconsin 53963
  Wisconsin Home for Women
  Taycheedah, Wisconsin

Stanley Potter
1206 Jewel Avenue
St. Charles, Illinois 60174
  Illinois Youth Commission
  Ill. State Training School
  for Girls
  Geneva, Illinois 60134

Jerome Puryear
1904 Sneridan Street
Anderson, Indiana 46064
  Indiana Reformatory
  Box 28
  Pendleton, Indiana 46064

F.C. Ranger
Supervisor of Education
U.S. Penitentiary
Marion, Illinois 62959

Charles Robinson
403 Cedar
DuQuoin, Illinois 62832
  Office of Supt. Pub. Instruction
  Springfield, Illinois

Dale L. Rowley
Route 4
Vandalia, Illinois 62471
  Illinois State Farm
  Vandalia, Illinois 62471

J.T. Sammons
Asst. Supervisor of Education
U.S. Penitentiary
Marion, Illinois 62959

Nicholas Spench
100 Clark Street
Glen Ridge, New Jersey
  McGraw-Hill Book Company
  Manchester, Missouri

Roscoe N. Spellman
982 Hunter Drive
Plainfield, Indiana 46168
  Indiana Boys School
  Plainfield, Indiana 46168

Eugene Stanislus
Route 3
Box 272
Fond du Lac, Wisconsin 54935
  Kettle Moraine Boys School
  Plymouth, Wisconsin

Ron Studebaker
Route 3
Ladysmith, Wisconsin 54848
  State of Wisconsin
  Camp Flambeau
  Ladysmith, Wisconsin 54848

C. Leon Taylor
P.O. Box 89
Seymour, Indiana
  Clark County Youth Camp
  Henryville, Indiana

Charles Tuttle
550 Liberty
Joliet, Illinois 60432
  Stateville
  Box 112
  Joliet, Illinois 60434

Cloval W. Vestal
317 Stadium Drive
Jefferson City, Missouri 65101
  Missouri Dept. of Correction
  Box 236
  Jefferson City 65101

Samuel Wagoner
Sheridan, Illinois 60551
Ill. Indust. School for Boys
Sheridan, Illinois 60551

W. B. Waller
304 Mulkey
Christopher, Illinois 62821
Illinois State Penitentiary
Menard, Illinois

Kenneth L. Ward
1330 S. 20 th Street
Terre Haute, Indiana 47803

Harry Watts
Box 222
Wales, Wisconsin 53183
Wisconsin School for Boys
Box WX
Wales, Wisconsin 53183

Byron L. Wayman
510 N. Elm
Greenville, Illinois 62246
State Farm
Vandalia, Illinois 62471

Leonard Weber
Illinois State Penitentiary
Menard, Illinois

Lewis Welker
Route 1 Security Lane
Moberly, Missouri
Missouri Training Center for Men
Moberly, Missouri

Major Marvin C. West
U.S. Army Correctional Training
Facility
Fort Riley, Kansas 66442

Jim Williams
Route 2 Box 27
New Bloomfield, Missouri 65063
Algoa (mir)
Box 538
Jefferson City, Missouri 65101

Charles Ziegler
Maryland Correctional Institute
Hagerstown, Maryland 21740

Orville J. Zillman
1503 Childs Street
Wheaton, Illinois 60187

FOREWORD

The task of corrections has historically been seen as punishment, reform through self-examination and penitence, rehabilitation with the aid of clinical procedures, and more recently in the current age as a process of resocialization into the community. Each of these conceptual eras has left its mark upon corrections, and it is with much optimism that we view the present time with its distillation of more than one hundred years of experience in correcting the life patterns of criminal offenders. Much of this optimism is based upon a new model of corrections in which the reintegration of the offender into the main stream community is emphasized. Every aspect of the correctional process must then partake of the outside life of the community and emphasize teaching and practice endeavors in kinds of behaviors that are characteristic of the outside community.

The theme of the Correctional Education Conference for 1968 was "Correctional Education for Community Orientation." We saw through this Conference how the use of community resources and the modeling of correctional programs after realistic community patterns can be the vital element in restoring the offender to productive citizenship.

In the following pages we have attempted to reproduce accurate checks of the major presentations to the Conference by guest speakers. In addition, there are sections dealing with each of the major topical areas. These are: the expectations of correctional administration for correctional education, correctional education as viewed by other persons involved in the correctional process, the development of community correctional programs, the role of research in correctional education, higher educational programs within institutions, and methods for helping inmates to internalize educational objectives.

We hope that these papers and reports herein presented will serve as references and refreshers to those who attended. In addition, we hope that these efforts will help those who did not attend to share some part of that which transpired with those who were present.

We would like to take this opportunity to thank all of you who took part in making this Conference a successful enterprise. We look forward to your continued support and an increase in size and quality of all of our efforts next year.

CENTER FOR THE STUDY OF CRIME,
DELINQUENCY, AND CORRECTIONS

Charles V. Matthews, Director

Robert T. Sigler

THE KEYNOTE ADDRESS

Ellis MacDougall, Director, Connecticut Department of Corrections and President Designate American Correctional Association

It seems that everybody knows everything about correctional workers and are very quick to tell us how to do everything. Perhaps this is our fault. Being a correctional worker I think it is important that we have a philosophy under which to work. Many people seem to see prison as a punishment but not being for punishment. People are sent to prison for correction.

As correctional people we have three major responsibilities to our society. Our first responsibility is to protect society from the people we call criminals until such time that the court deems us to send them back, or until we feel they are safe to return to society. Second, we have the task of occupying these people while they are in correctional institutions. If these people are to be occupied at the tax-payer's expense, let's occupy them so as to reap some benefit for the tax-payer. And third and last, but not least, correction.

Ninety-eight out of every hundred people that go to prison in the United States today will someday be released. In our attempts at correction we have a need to prepare the inmate so that he may be able to deal effectively with his environment upon his release. Thus we benefit society by changing this man from a tax user to a tax-payer, thereby making maximum use of the tax money paid for his maintenance as a prisoner. While we are protecting society by isolating these people, we can also protect society by changing these people through the process of rehabilitation.

Many people feel that the only proper way to run a prison is through application of a punitive methodology. I feel that there is more punishment in a good prison than there ever was in a bad one. Let's go to the extreme, the chain gang camp. Do you really want to handle a man, do you really want to punish him, then assign him to the chain gang. That will really straighten him out. They really punish him. They put chains and stripes on him. But do they really punish? They don't change any of those habits; they don't force the prisoner to change himself. In the new prison they tell the prisoner from now on you are going to live by rules and regulations. For the first time in your life you are going to start a new pattern by adjusting to rules and regulations of society. The prisoner can not sit around and relax with friends, from now on, he is going to have to keep himself clean and eat a balanced diet. He is going to do a day's work and it's going to be quality work. You have got to get this much production done. Now in a bad prison, they walk in and they put the chains and stripes on. As long as the inmate doesn't cause too much trouble, no one bothers him. They give the inmates a list of rules and regulations that exist, and they live by them. But just as long as they don't hurt anybody, everything is fine. They don't have to keep clean; they don't have to change any habits they ever had before. When they go to work, all they have to do is get on the back of that truck and lift the shovel all day. They don't have to do much and it doesn't have to be quality work just as long as they work.

To me that is not really punishment. Punishment for a person coming into a correctional institution is changing his habits. But it is also correction. One of our noted criminologists said in a book some years ago that there are many limitations of a bad prison. First of all their schools are inadequate. Having nothing to do in the institution, the inmates exchange methods of crime. The inmates feel that they are just waiting until they get out. Then he is really going to get even. And usually he has the job planned before he leaves the prison. And on top of that, there is no real rehabilitation in prisons. One leader in our field, after 15 years as a sheriff and 33 years as a warden in Joliet, has said, "In these United States, when a man breaks the law of this society, he loses his most precious right, his freedom. But even God has not given us the right to take away his rights as a human being."

About eight years ago, I had an assignment by the warden of the prison to make a speech. Knowing little about South Carolina's prisons, I went to the university's package library and got a package of materials. I found an article from the New York Times. It quoted the governor of New York in a message to legislature, and it said that New York's prisons must be reformed. He called attention to two nations in the world that had gone beyond all others in setting up a model prison. In Russia, he pointed out, they have programs where the mentally ill, the prisoner, and the delinquent go to work for the state in a factory, and return to prison at night. In Russia's prisons they have vocational education, where they teach men trades so that when they finish prison, they can go to work in a factory for the state. He also pointed out that in Mexico they have indefinite prison terms, where they send a man until a committee of law enforcement psychiatrists, psychologists, and social workers, all decide if this man is ready to return to society. In addition to this, in Mexico they treat the family as well as the prisoner. The interesting thing is that this governor's name was Franklin Delano Roosevelt and that the year was 1929. In 1937, Wisconsin experimented with work release. In 1960, North Carolina started work release, and in 1966 South Carolina started work release. Today, seventeen states in our country have work release, and we are not sure really how many have vocational education. One prison administrator has said that the problem with prisons in the United States for the past year is that we have put people so deep in prisons that we can not get them out again.

Let's review our three responsibilities again. We have made many gains in terms of protection, useful occupation, and correction in the past years. It used to be that the only requirement for becoming a correctional officer was to know a senator. We had a construction gate that went through the double fences. We were building a new building and trucks were coming and going. An inmate came up to the officer, handed him a piece of paper, the officer said, "O.K., go ahead." We haven't seen the inmate since. The officer couldn't read or write, and the inmate was a high school graduate.

We have new methods of officer training. Teaching a man to deal effectively with responsibility, to shake-down, to supervise a group in a cell block, to understand counseling, and the whys and ways of a person's reaction to his own self and to society. We are constantly developing new methods for training officers using all the techniques of visual education, programmed learning, and classification programs. We are learning more about classification. Through the use of research findings, we can now better determine who is a security risk. We no longer have to base our decisions on he looks like a good guy or we guess about it. Now we are coming up with facts.

We must recognize that employee educational programs are good security. At one of our minimum security institutions in South Carolina, a young man was appointed as warden. He had been the deputy at a maximum security prison. The man was so security oriented that he oriented the minimum security institution toward maximum security. This resulted in many escapes. We had given him the wrong training for that institution. We transferred him to a medium security prison, and he was great. We sent a man down to the minimum security prison with little experience in security but with a lot of experience in programs. He spent all of his time on programs. He had those kids so involved in programs that they never escaped any more. Good programs are good security. This coupled with new technological advances, such as radios, electronic devices, computers, and other sophisticated equipment has increased our efficiency. It used to be that when a prisoner escaped from a work detail, the guard had to drive all the way back to the institution to report the run. Now, with the use of walkie-talkies, we can receive an immediate report of an escape from work detail. We have only lost four prisoners within the last six years.

We are beginning to get into an area where we see tremendous innovations. New equipment to deal effectively with problem prisoners is being developed. New things are being developed in sound. We can flood a man with new sound andput him to sleep. We can use light, flickering lights, with such tremendous intensity that they put people to sleep. These are tools which will be developed in the future for use in prisons.

Too often we are just satisfied to sit back and do things the old way. I want to tell you a story about that. A penitentiary in South Carolina had a bell, and old locomotive bell. It used to sit right outside the warden's office. In the course of time we expanded our institution. As our expansion progressed, we built on first one side and then the other until the bell was in a little court. An employee took a walk in the yard one day and noticed that when the time came to go back to work, the supervisor started yelling, "O.K., back to work, back to work, back to work." I could just see one day as an inmate was reading a Dear John letter from his wife and his supervisor walked up behind him and yelled, "O.K., back to work" that the inmate would jump up, bam, and away he would go. So I said there should be a better way to do this. I went to the warden and I said to the warden, "Let's put some kind of a bell in the yard so that we can indicate when a man is to go back to work, and there will not be all the hollering and yelling."

He said, "That's a great idea."

Next day, I got an estimate for a bell which was $1,200. The warden felt that was too much. I said, "What about the old locomotive bell up there behind the office?

He said, "We can't move that."

I said, "Why not?"

He said, "Well, we ring that six times a day."

I said, "Warden, why do you ring the bell?"

The warden replied, "Well, we ring it when the count is right in the morning, when we finish breakfast, and when the count is right at noon, and when we finish lunch, and when we finish eating at night, and when the count is right at night."

I said, "Yes, warden, but why do you ring it?"

"Well, uh, we ring it because, uh, I don't know why we ring it."

The next day we moved the bell into the yard. We must be careful not to be bound up in practice and convention.

We need to take new directions in prison industry. How many new prisons in our communities have new mills? At many places men sit at machines all day and sew. You don't find many men working in the free world that have a production job using a sewing machine. Why do we maintain these mills when it costs so much more. We could take this man and put him in a training program where he is learning a trade or maybe a vocational training program where he can receive the training which will enable him to support himself and his family in the future. Prison industries are occupying the inmates.

The question is are we really making the best use of our tax dollar. We should be using our funds in such a way that they produce trained men who are capable of holding a regular job when returned to our society. Industry can no longer operate by itself. Industries in prisons must become part of a team. Industry and education must work together. Shop foremen must begin to recognize that their men need educational programs and use their influence to channel inmates into the proper educational endeavors. The education department and prison industries can work hand in hand to produce an individual who will be completely equipped to deal with a real job situation upon his release. Thus the correctional process itself must take on a new meaning. We must accept this idea of changing men so as to meet their needs, not ours.

Our reception and evaluation centers do a tremendous job of setting a treatment plan for the inmate. Upon receipt, the new inmate is tested and evaluated in terms of his treatment and training needs and abilities. The question now is how we are going to go about administering this program.

We've tried a new program in South Carolina. We use all of the basic evaluation procedures. Then we go over to a room with the vocational instructor and allow the inmate to attempt to take a lawn mower or automobile motor apart, do a little electric wiring. He will paint a little, operate a drill press, do almost everything--mechanical drawing, as well as the standard mechanical achievement test--while he was being watched and observed.

At the end of this time, they sat down and talked with the man. It's not really the typical classification meeting. You have the kind where the inmate sits over there on a chair and we sit on this side of the table. Now we don't tell him what we are going to do for him. The warden of the institution and the man in charge of vocational rehabilitation area are present. They don't sit at a table. They sit in three arm chairs with a cigarette and cup of coffee--anything to make the man relax and think about his future. They work together with him at that time planning his program for his rehabilitation with him. They are meeting his needs; getting what he needs for his basic educational training, medical restoration, or treatment lined out at that time.

There are new educational plans in prisons. This programmed learning has really an innovation to the prison field. In the past the prison schedule has really disrupted the classroom quite a bit. John's got to go to the shop today, or John's out of class because the psychologist has to see him, or so he can see the doctor. He's always interrupting his program and missing classes. Today with programmed instruction, we can eliminate a lot of this. In program learning, the man can go in for an hour or two hours and, if he is interrupted, can come back and begin again where he left off without an interruption in the continuity of his instruction. With programmed learning the inmate is constantly being reinforced. There is no pressure from competition. He can learn at his own rate and can learn the things that he needs to know. He can go to see the psychologist and the whole class wouldn't be interrupted. He could miss work that was going on and pick up where he left off when he returned.

In South Carolina, the maximum security unit is where we find the most of our trouble. You know here the inmates sit all day long with nothing to do. Programmed learning has really attacked this situation. Every maximum security unit can become a learning laboratory. One teacher assigned there gives 97 percent of the men in a segregation unit some form of education in terms of self-instruction programs. Seven men graduated from high school while remaining locked up in administrative segregation. Discipline problems were reduced to minor ones because they were so involved every day in getting their educational work done that they didn't have time to gripe and complain. Their days passed and were constructively used even though they were locked up. We need to be oriented toward providing basic programs.

The inmate needs vocational education. Ninety-four per cent of the men going to prison today have no salable skill. Vocational education can no longer be a service organization for the department. You know I have seen so many automobile shops where they were teaching automobile mechanics, and I'd walk in and say, "Whose car is that?"

"That's the director's."

"What are you doing with the bus?"

"We're changing the oil, greasing it, fixing it up."

No, vocational training must be devoted to vocational training. A shop must teach auto mechanics, not service an institution. It's a farce to believe that you can do both. You can fix the warden's carburetor if it happens that you are teaching carburetion this week, but don't do the transmission job because you are working on carburetion and carburetion is what you should be doing. They must have practical experience in actual production, but make that vocational education program vocational education.

Recreation must take on a new responsibility in prisons in the United States today. How many inmates have you known who have gone out in the free world and come back a failure. You say, "Joe, what happened? Did you have any money?"

"Yea."

"You working?"

"Yes, sir."

"Why did you get in trouble again?"

"We were hanging around the beer parlor and Harry said let's go break in a place. We had had a few beers so what the Hell. I'll maybe not get caught this time.

Our education and recreation programs in prison must be geared to teach our people to deal effectively with their free time because our society is going to have more and more of it. Our programs must be oriented toward getting that man back to the community as quickly as we can, but prepared to go back and safe to go back.

Let me tell you about another program we have. We had two inmates. We put them through various vocational programs and found work release jobs for them. The two men had thirteen children between them. Their wives were living on $99. welfare a piece, which is the most they could get. On work release, these men were earning money. We started sending back home $100. a week for each family. The families' income jumped from $99. a month to $400. a month. But the most important thing is that the kids knew when they sat down at dinner that Daddy had put the food on the plate. When the kids came to visit him at the community and correction center, he was proud because he knew the clothes on their back were bought by his wife with the money he had earned. Both of these men are still on the same jobs. When they were released, they continued their employment and moved their families to this town. They have taken on a new concept of life from what they had learned in prison through the opportunity of work release.

Another thing that we need in most prisons is really effective pre-release programs. We often tend to say, "We've got a pre-release program, and we have people who come into the institution and teach men how to dress, you know, and what the community is like now." But an administrator recently said that coming back from prison is like a man coming back from outer space--the most tremendous and difficult time for him is the period of reentry.

For pre-release, we need to take this man out of prison and send him to a special center where he starts wearing civilian clothes again and uses a knife and fork. He needs to learn how to drive a modern car. Very often when a man has been prison he is told, "Go out and behave yourself. Don't get into trouble. Get a job and take care of yourself." But often he is not prepared for today's obligation with a job. If he can't drive or is not familiar with present customs and practices, he is doomed to run into trouble. Pre-release program means getting a man ready to go back to society and this is often a slow process.

The use of volunteers in a pre-release program saves money. We began a pre-release center and only hired three people to staff it. There was a superintendent, assistant superintendent and one officer. Every morning the inmates went to classes which were taught by volunteers. Out of three years, only two volunteers didn't come back. Both of those who didn't come back were transferred out of the state. The vice-president of the First National Bank teaches a class on how to live on a budget. There was one session on how to make a buck to keep from stealing until you get the job. The inmates come up with ideas themselves, such as raking leaves, washing windows, and cutting lawns. Our recidivism rate in South Carolina went from 28 per cent to 11 per cent after three years of this program.

There are things other than just providing the inmate with a job that must be considered. You know our problem is that often we take a guy and we say, "All right, we're going to find you a job, get you out and get you a place to stay." Now that's o.k. But maybe the guy is from St. Louis and the prison is in Jefferson City. They find John a job in Jefferson City. We feel good because we got him a job and a place to stay. It's great. John stays three days, he wants to go home and goes. He's really ungrateful. Look at what we did for him. Then he quit and went back to St. Louis. Of course he went back to St. Louis. St. Louis is his home. What we need to do is set up community correction centers in other communities so that the man can be placed in his local community where he can be close to his family. This also helps us in our work release program. We can utilize the local facilities and put them on work release. A program is now set up so that every man goes to the pre-release center for 90 days prior to his release. A community center allows the inmate to live in his own community and be working before he ever leaves prison. Every night when he comes back to the institution, there is someone there to help him with any problem that might have come up. He can get furloughs on weekends to go to his family. If he has trouble with his wife when he comes back, he can talk it over with somebody, thus stopping many problems before they begin.

We have to be broad-minded and use other agencies after his release. Vocational rehabilitation can carry on many things that we may not have had time to finish in prison. Mental health, Alcoholic Anonymous, and other community programs can help this inmate when he becomes a citizen and returns to the community. It's foolish to turn him loose and say, "He's an alcoholic."; and expect him to say, "I was a member of A.A. before prison, so I am going to join again." When he gets home, he says, "Boy, tonight is A.A. meeting, but gee, I don't know anybody." In a community center, the first night they come and get him, the second night they come and get him, and the third night they give him a pass so he can go himself. He knows everybody there, and he is a member of the in-group. He doesn't hesitate to go to A.A. then.

We also use guidance teams. Guidance teams are composed of people on the job every day. They consist of a correctional officer, a teacher, a shop foreman, a medical aide, a clerk, or a man off the yard that the inmate can go to with a problem. If he has a problem, there is a man in the yard every day on his team who he can see and go to. Out of the four there will be at least one with whom he can identify. We have found that correctional officers are anxious to become members of a team and be more than just key turners. They want to take part in the correctional process, and because they are a team, they're working together to find answers for the men who have been assigned to them.

We need special laws to deal with special offenders. We need to get across the idea that the prison is a highway and not a dead end. We got that from one of the inmates in the prison through a column in a prison newspaper. We advertised that the prison is a highway, not a dead end. We bought matches. Outside it said South Carolina Department of Corrections. When you opened it up on the inside, it said, "The Prison is a Highway, Not a Dead End". We threw them all over the state. They cost us about $300. On the backs of all our trucks we put "The Prison is a Highway, Not a DeaD End", on the front of our stationery, every envelope that went out that wasn't going to inmates' families or to embarass anybody, "The Prison is a Highway, Not a Dead End". Selling the idea that prisons have to be places of change requires public education. We must learn to use the techniques of Madison Avenue.

Research must come to prisons. We must find out if the things we are doing are worthwhile. The Ford Foundation has been granting money for research in correctional institutions. Many government bills now permit the funding of additional research programs. The first thing we found out when we started to do research was we had to get together on terms. Someone suggested that we ought to talk about first offenders. When we checked, all four states we were dealing with have different meanings of the term first offender. One of our first tasks is to identify the things we are working with. We have to be careful with the results of research though.

I want to tell you about MacDougall's dirty socks. In 1958 when I was superintendent of a rehabilitation camp, I also was teaching criminology at the university. One day I came back to the camp as the assistant superintendent had four boys lined up for discipline. I noticed that all four boys had dirty socks on. "Aha", I said. Since I am the superintendent of the camp and instructor of criminology and an expert, I said, "Look here, you with dirty socks, anybody with dirty socks in prison is a discipline problem." Well, all over the country all the wardens started looking for the dirty socks. Everybody who had dirty socks went to the hole. This is ridiculous, of course.

Now to the point, I read an article in a newspaper which stated that Bowling Green Medical College in North Carolina, a reputedly fine college, had given a $10,000. grant to a guy in New York City who claimed that delinquency was caused by an imbalance in the brain. All you had to do was balance the brain. Build up one shoe or take down the other and balance the brain, and everything would be fine. Corrections doesn't have time to do the research job itself. It needs the academic world, and I would like to believe that the academic world needs us. We must look at the research that is coming out of the colleges throughout the country and weed out those that have no soundness to them.

There was one other time I was asked to give a talk. I was asked to come down and speak to the Agriculture Club. I was brought up in New York City and didn't see a blade of grass until I was twelve. As I was about to leave the prison to go down to the Agriculture Club to give the talk, one of the men said, "Mr. MacDougall, where are you going?"

I said, "I'm going down to speak to the Agriculture Club."

"You going to talk about agriculture laws?"

I said, "Yea."

He said, "I'll tell you what. Just go down there and tell them to fertilize the crop."

What he said is true. Only the crop we deal with is human beings. In the same sense we have a crop, and society today is willing to give us the tools to fertilize the crop we call human beings.

One of the most awesome responsibilities of a correctional administrator is that of being state executor. I've had a part in six executions during my years in the prison. One of the last ones that we had was a young man that was executed for killing a highway patrolman. If we had to have capital punishment at all, this was a man who deserved to die. He was caught for speeding. They had just robbed a motel. They jumped out, shot him, wounded him, and then went and got his own gun, and as he lay there begging for his life, killed him with his own gun. An interesting thing about this guy is not his time in prison but his death. The afternoon of the execution, we went back to the death house, we got him out of the cell, handcuffed him, walked him to the death chamber, seated him in the electric chair, put the straps on his arms, and straps to his legs. We finished, put on the cap and mask, and stood back and gave the signal. The electrocutioner pushed the switch, and when the electricity hit his body it jerked him back in the chair with such force that it tore open his shirt and we could read a tattoo on his chest, and you've seen it, "Born to Lose", and he had. But in this day of 1968 when the minds of this country can put a vehicle on the moon and control its every move from Cape Canaveral, you will not convince me that you, the working people in the institution, will not today find a way of helping the people that are born in this country, "Born to Lose".

SESSION I

A PROBATION OFFICER LOOKS AT CORRECTIONAL EDUCATION

H. Richard Gooch, Superintendent, Probation Development, Adult Parole Authority, Columbus, Ohio

When first entering the field of corrections, some 15 years ago, I heard very little about the role of education in the correctional process. Until just a few years ago, the primary emphasis on bringing about a change in the behavior of the juvenile and adult offender was placed on generic casework practice--and other methods practiced or administered by non-social work professions were looked upon by a minor, but vociferous group, as being secondary and "unprofessional". Now there is a trend toward educating and training the offenders rather than treating them. I believe this is a more promising, realistic and healthy viewpoint and can sympathize with those of you who are meeting resistance from the self-appointed professionals.

For many years I have taken the unpopular interdisciplinary and eclectic approach to correctional work. Why? Although I am not from Missouri, I still have to be shown, by sophisticated research, that any monistic theory or approach to the change of the offender is superior to all others. Permit me to quote W.R. Outerbridge:*

> "During the last few decades, a fascinating anomaly has developed in the field of corrections. On the one hand, persons with a "treatment" orientation have been gaining more and more authority in the administration of correctional programs; on the other, research has been establishing with greater and greater precision the ineffectiveness of the methods which they espouse."

With what evidence then can anyone substantiate the promotion of a particular correctional method as being superior to the others. None! Nobody has this right as far as I can determine and it is past time to take a closer look at newer non-traditional methods and programs and try them. How should we select or design these programs? It is unreasonable to utilize the social institutions that make the greatest impact in shaping the individual's life from infancy into adulthood? I think not. Most behavior scientists today are in agreement when it comes to identifying these institutions as (1) the family, (2) the school, and (3) employment.

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*Quoted from THE CANADIAN JOURNAL OF CORRECTIONS, Volume 10, No. 2, published by the Canadian Corrections Association, 55 Parkdale Avenue, Ottawa 3, Ontario, Canada.

According to the President's Crime Commission there is a rather clear connection between the functional breakdown of these institutions and the offender's involvement in crime and delinquency. Therefore, I believe it would behoove us to strengthen these institutions in a way that will meet the needs of the offender and meet them as quickly as possible.

With these institutions identified, let us focus on the role of the public schools in terms of their responsibility to the pre-delinquent and the delinquent, inasmuch as the school is second only to the family in its universal impact. What are the schools doing? How are they facing their responsibility? According to Robert C. Taber, Associate Superintendent of the Public Schools of Philadelphia, few children breeze through school without conflict or alienation. Troubled youth feel anxious and uncertain as a result of their school conflicts, and there are three general reactions to anxiety and inadequacy: (1) Withdrawal into fantasy, (2) acting out of feelings of frustration and hostility, (3) dropping out of school.

In general, schools misues their own authority and thereby contribute to juvenile delinquency. Most teachers or treatment people will either reject their own authority role or over-identify with it. Authority must be used constructively and consistently, but not punitively. On the other hand, authority must be used rather than ignored. It is "how you use it" that makes the use of it successful or unsuccessful.

The essence of social education is learning internal controls--each individual must have his own. In aiding the development of internal controls in students, personal concern is primary. Punitiveness and over-permissiveness are not helpful.

At the turn of the century, only a few high school graduates went to college. The high school was therefore really a publicly supported prep school. But today, the portion of children who go to college is much larger and the idea of universal public education is taken quite seriously. It is therefore necessary for public schools to attempt to deal with the deviant children among their student body rather than turning them out, as it was formerly done.

The Philadelphia School System has long recognized the needs of a truly public school, and there has accordingly been continuous development of sepcial services since 1895. The Philadelphia Schools are not approaching total social and educational services for the maladjusted child.

There are five characteristics of progress in special services and special education: (1) Downward reach in age, social adjustment, and I.Q. Schools must attempt to reach the pre-school child and the retarded child. (2) Enrichment programs for the disadvantaged child. (3) Outreach programs. (4) Upward reach in time. Educational activities must be carried on for longer periods. (5) Collaboration with other community agencies.

The Philadelphia Schools have developed numerous programs in these categories. Some of these programs are the following: (1) The Youth-Day-Treatment Program. This downward-reach program is in essence a "half-way school" which accepts boys 16 and over who have been given suspended commitments to correctional institutions. This is a joint venture between the schools, the courts, and the Department in Public Welfare. Students in this program have had their commitment sentences suspended on condition that they attend this school. Failure to cooperate and behave in this program results in commitment to a correctional institution. Students in this Youth-Day Treatment Program are bussed in and have their noon and evening meals furnished at the school. (2) Enrichment programs. Small groups of three or four students are given intensive academic instruction using advanced materials such as programmed learning materials, visual education aids, etc. These students are, of course, the most socially disadvantaged ones. Another program is an extended school hours program for blind and deaf children whose social environment outside the school is too inadequate to make it desirable for them to spend any more time away from specialized care facilities of the school than is absolutely necessary. (3) Out-reach programs include continuing high school education programs for unwed mothers who have had to drop out of school. There are about 1,000 such cases per year in Philadelphia. Forty percent of these want to go to school very badly, but the rest are less highly motivated and completely undisciplined.

Special schools are designated to handle education for unwed mothers who wish to return to school. This program is co-sponsored by the Welfare Department. Unwed mothers who go back to school are furnished baby sitting services for their children at ths same location as the classes. Mothers and children are kept together in one educational center. An extension of this program is a joint venture between the schools and hospitals whereby 250 pregnant drop-outs continue their education with classes being held on hospital grounds.

Another outreach program is the designation of four attendance officers as special liaison persons to the juvenile court. Another is the use of 240 "school-community coordinators". They are so-called paraprofessionals. The people are indigenous volunteers who work in their own communities. This program has resulted in miracles of school-community cooperation, especially with Puerto Rican families. Another out-reach program is a Job Corps program which operates on school property. Another is the sending of special counselors to correctional institutions to encourage committed youth to return to school as soon as they are released on parole. The special counselors interview the boys in the institutions and see them again immediately on their return to the community.

School personnel keep in regular contact with police juvenile officers to keep continuous track of the community adjustment of troubled children, rather than merely responding to in-school trouble on an ad hoc basis. (4) Upward reach programs: A 13th or 14th year of special vocational education has been added to high school training for those students who are interested in skilled vocations such as computer and X-ray technician. Also school programs for the educable retarded are conducted through the child's 21st year. (5) Collaborating with other agencies: An attempt has been made to saturate school populations with special services provided by hospitals. Five Philadelphia hospitals, which participate in Medicare, have each "adopted" a school and are furnishing all needed psychiatric and medical services to students. In addition, 12 community mental health centers are providing immediate short-term outpatient care for emotionally disturbed children. Children in outpatient treatment are grouped together in one school.

An attempt is being made by the Philadelphia Schools to combine the function of the attendance officer, vocational counselor, and guidance counselor. Finally, in-service training is being given to teachers in the area of understanding and handling problem children.

In addition to these trends which apply to the general student population there are several other educational programs for offenders in the community. (1) Programs directed toward offenders include those which simultaneously effect their motivations, behavior, and education skills. (Example: Combining group counseling with a special academic program.) (2) Programs which direct their effort toward the school system itself. (Example: Probation Officer being responsible for encouraging a school to develop intensive programs to attract and hold youths with deficiencies and to develop a greater tolerance on the part of administrators and teachers toward them.) (3) Programs with focus on the school and the offender at the same time. (An example of this would be the California community treatment project.)

In the California Community Treatment Project, experienced and certified tutors assist marginal students to meet the demands of the educational system. In addition to educational coaching, the tutor counsels the youth concerning his personal behavior in school. He invests considerable time in communication with school counselors and other officials in order to interpret the youngster's needs and problems, to secure development of specialized, low-stress school programs--in short, to increasing the tolerance level of the school system. Program supervisors credit this special program with maintaining a substantially larger proportion of the delinquent population in school and with assuring some educational achievement for tne youth who has been suspended or expelled.

Now that several community treatment programs involving educators have been briefly identified, I would like to describe in detail a particularly innovative and interesting program which has been adopted by the Ohio Youth Commission. As far as I know, it was originated by John M. Pettibone, Deputy Superintendent of Probation Development, Ohio Adult Parole Authority and former Director of Court Services, Franklin County Juvenile Court, Columbus, Ohio. This is a program focused on the management of juvenile probationers in the school setting by professional school personnel acting in the joint capacity of their usual school function and that of an officially appointed probation officer. Most of these TPOs (as they are called) are guidance counselors, visiting teachers, attendance officers or athletic coaches.

From the point of view of the corrections profession, it would seem absolutely necessary for education as a field to change its traditional isolationist, ivory-tower exclusivism if it is to either deal successfully with the problems encountered in trying to achieve its modern ideal of universal public education, or if it is to be of any use to other professions and social institutions which deal with social disorganization in the community.

At the turn of the century, the public school existed in a preponderately rural and working class society in which only about 8 to 10 percent of high school graduates went on to college. In those days, a public school actually functioned--in reality--as a publicly supported prep school. In this atmosphere, it was traditional for the public school to consider it the responsibility of the student to voluntarily appear in school. The student was also expected to appear well equipped, well scrubbed, well behaved, and well motivated. Instead of functioning as an educational institution for students who did not meet this criteria, the Victorian public school functioned as a screen-out system for lower class and working class children who did not meet the middle class criteria just mentioned. In those days, the public school functioned as a barrier to social mobility rather than as a vehicle for it. Students who did not measure up to the rigid expectations of the schools were systematically discouraged, and thereby helped on their way out of the educational system, whenever an excuse could be found for paddling, use of the dunce cap, suspension, expulsion, caning, etc.

Today, the prevailing--or at least the avant-garde philosophy of the education profession is much more democratic. Public schools are now filled with a much higher percentage of middle class children with college aspirations, and with a much higher percentage of disadvantaged children considered to be entitled to equality of opportunity. It is now generally recognized that all children are entitled to the best possible education. The public school now hopes to be truly public. However, if it is to succeed in meeting this hope, it will have to develop better methods of motivating the unmotivated, disciplining the undisciplined, treating the untreated, and teaching the unteachable. In order to do this, it will have to join forces with other professions, disciplines and social institutions which are attempting to attain these same social goals. By and large, the problem student in a public school is a problem to the courts, the law enforcement agencies, the social work community, and to the correctional agencies. All of us are now engaged in largely separate and un-coordinated efforts to treat the various social systems presented by the same socially disorganized people. These now -separate efforts must be increasingly interchanged and increasingly coordinated in the future. Gangrene is not successfully treated by medicating one leg at a time.

From the point of view of the correctional profession, education needs to contribute to a broad-spectrum attack on social problems on at least three different levels. On one of these levels education needs to become active in the community by providing special services to public school students in an attempt to provide the social treatment necessary to "shape up" students to the point where they can be successfully educated. The comprehensive attack on student problems carried out in the Philadelphia School System might be considered one model approach on this level.

On another level, education needs to join forces with specialized correctional programs in such a way as to develop joint programs which can basically assist in correctional rehabilitation. For instance, education in correctional institutions needs to do more than increase the social and intellectual skills of confirmed burglars, with no other results than the making of a better burglar. Education needs to develop combined educational and attitudinal retraining programs such as the CASE Projects which will educate the moral and social man at the same time as the vocational and intellectual man.

On a third level, the public schools will need to integrate their own educational and social programs with other community programs dealing with the same social problems and the same problem people. In order to do this, the public school will have to use the social treatment skills and techniques, the treatment resources, and the legal powers found in such fields as law, corrections, and social work. This means group team-work between various professions, agencies and institutions in the community. To be most effective, this team-work should take the form of functional and administrative program integration.

Of course, the immediate reaction of many educators to suggestion such as this is to bring up the homely trusim that "The business of education is to educate" and that dealing with juvenile delinquents is strictly the business of the juvenile courts and the correctional agencies. Many educators (whose views are scarcely distinguishable from those of their Victorian ancestors) feel that the school has no duty to engage in any treatment of its own students and that it is the responsibility of the juvenile court to whisk away to a correctional school any student who is somewhat less than nice. Of course, any student who is not quite "not nice" enough to provide the courts with justification for commitment, but is still somewhat objectionable in school, is expected by many educators to be dealt with successfully by juvenile court probation departments.

However, it is absolutely essential for the public schools to realize juvenile court probation programs operate under handicaps. Juvenile courts are county institutions, and counties are the most under-funded of all governmental levels. County funds for probation services--or for much of anything else--are almost impossible to get in any adequate amount. Education, despite its many shortages of resources, exists in the midst of a veritable horn of plenty when compared to juvenile court services. Prospective probation officers, offices to put them in, and funds to pay them with, are in very short supply. Judges and county commissioners are often less than interested in having adequate probation services. Training is not available in most cases, either at the academic or in-service level.

But--even if juvenile probation officers, funds for salaries and equipment, and offices to put them in were abundantly available, it would still be very difficult for juvenile court probation officers to do effective rehabilitative work. The reason for this is a very simple one. Effective rehabilitative programming depends on meaningful inter-personal relationships between people. This is becoming increasingly clear from a host of studies such as Glasser's work on reality therapy. However, it is impossible for conventional juvenile court probation programming to deal on an intensive inter-personal basis with problem children because the probation officer is in the court house and the child is--or is supposed to be--in school.

This inevitable separation of juvenile probationers from juvenile court proabtion officers is a brick wall blocking the effectiveness of juvenile court probation programming. In many school districts the school grounds are considered by school men to be "foreign territory" enjoying "diplomatic immunity" from ordinary civil power. Once the child is in school, he has crossed the borders into a foreign country where the public, the police and courts are not permitted to intrude. Small wonder then that the public schools, with their own authority very limited, will often find it impossible to successfully deal with severely acting-out delinquent children.

This situation has, of course, usually been tacitly encouraged by these juvenile courts and law enforcement agencies which have cared little about what went on in the public schools as long as kids kept out of trouble in the streets. Traditionally, there has been an almost complete lack of contact and cooperation between the schools and the courts.

However, this need not be. There is no reason (other than administrative inertia) why the authority and resources of the juvenile courts cannot be brought into the school setting and used by the schools in their treatment of problem children.

Exactly this sort of thing is being done in several counties in Ohio. In these counties selected faculty members in junior high schools have been made regular juvenile court probation officers. They have been given the authority and responsibility for probation supervision and casework with juvenile court probationers who attend their schools. This program is called the "Teacher-Probation Officer Program." There are now approximately 43 "TPOs" at work in about 13 counties in the State of Ohio.

In three important ways this is a highly unusual program. First of all, it combines the functions of two different governmental agencies--the public schools and the juvenile courts. It permits both these functions to be carried out by the same person at one time, and it permits these functions to be carried out in the school setting. This is an administrative innovation which is as simple as it is effective.

Secondly, this program is highly unusual among correctional programs in that it is actually possible. It does not depend on large amounts of money, highly trained, specialized personnel, elaborate brick and mortar programs for the housing of services, or elaborate administrative structures. It is a program which can be set up anywhere, anytime, with little need for additional resources.

This program can usually be staffed with high quality personnel. The school principal simply nominates as TPO that member of his faculty team who is most outstanding for motivation and effectiveness in working with problem children. In order to find a good TPO it is simply necessary to find out from the principal who he thinks is a "real tiger with the kids". Elaborate formal personnel criteria and programs such as hiring interviews, evaluation of degrees and course work, and other such usual procedures are not necessary in the TPO program. Selection of the TPO can be made on the basis of proven success.

The TPO program is usually easily funded. In Ohio, salaries of about $250 per month are customary, and the Ohio Youth Commission reimburses 50% of these salaries to participating Courts. However, salaries are the smallest part of most social services programs. It has been estimated that building, maintenance, and clerical work costs account together for 90% of most program costs and are the real stumbling blocks to program expansion. However, the TPO program requires practically no additional expenses to either court or school other than salaries. Offices are not needed for the TPOs as they are already provided office space in their own schools.

How does a TPO work? Briefly, he assumes responsibility for probation supervision and casework with all juvenile court probationers attending his school. Since most TPOs will naturally be specialized personnel guidance counselors, attendance officers, visiting teachers, or coaches, they will already be engaged in working with almost all of the problem children in their school who are on probation to the juvenile court. It is very easy to integrate the duties of these specialized members of the school team with the duties of a juvenile parole officer. Counseling and home visits can be done wearing two hats at the same time rather than only one. In this way, a complete integration of duties can be achieved with very little extra effort. It is usually found desirable to limit the case load for each TPO to about 12 children (if possible). This limitation makes possible intensive work with each probationer. Home calls and other collateral activities are carried out by the TPO in the evening and during weekends.

A TPO should aim to spend little or no time on his probation casework in any way which would interfere with his existing responsibilities as a counselor or attendance officer, etc. However, very close track of juvenile probationers can be kept automatically, if indirectly, through the TPOs many contacts with teacher and students. In addition, the TPO routinely receives detailed information on his probationers behavior, personal problems, associations, academic performance, and other important facets of the student's life.

Needless to say, some problems arise because of potential conflicts of function and interest between the TPOs roles as school person and court person. However, it has been found that most of these problems can be easily overcome if both court and school administration, sincerely work together in an attempt to make the system work. The TPO must satisfy both the school administration and the court administration in handling of these problem cases, if he is strong enough to maintain his TPO status. The TPO salary provides strong motivation for a TPO to act as an effective mediator of all interagency problems. Most of them become amazingly adept at ingenious practical solutions to diccicult theoretical problems and superficial conflicts of interest.

The TPO Program has a number of treatment advantages when compared with the treatment potential of either school treatment people or court probation officers. These advantages include the following:

(1) Creation of genuine milieu treatment possibilities in the public schools by adding the authority and legal resources of the court to the educational and service resources of the school. Actually, what is a correctional school but a school to which authoritarian controls have been added?

(2) Availability of treatment personnel of proven motivation, dedication and effectiveness.

(3) An ability to use established personal relations as the basis of social treatment. The new TPO and the new in-school probationer are usually already well acquainted, and the problems of limits-testing and misinterpretation (which lead to so many difficulties in conventional probation programs where the probationer and the probation officer do not know each other) are avoided in the TPO program.

(4) The built-in situational opportunities for close personal contact and for diagnostic information gathering are very great. He is there. He "makes the scene".

(5) Because of the fact that a TPO goes to school with the probationer every day, the TPO can give much more

intensive supervision and casework than can any other probation officer. The intensiveness of supervision and treatment made possible by the TPO program is probably greater than in any other correctional program with the exception of the most intimate and structured institutional treatment program.

(6) The TPO automatically becomes a "central worker" in his probation case. He is in the best possible position to coordinate the efforts of all other treatment personnel and agencies. Additionally, a TPO is well acquainted with factors in his probationers school environment which may be less than helpful in resolving the child's problems. He is in a uniquely good position to represent the needs of his probationers to teaching and administrative personnel throughout the school.

(7) If the probationer has strong feelings of hostility toward the juvenile court, the TPO is often able to work with the child without bringing out the feelings of hostility which the probationer may have toward the court and its regular officers.

(8) The TPOs approach in his work with his probationers is highly interdisciplinary. He is exposed to the problems, approaches, theories, and practice of not only the educational profession, but those of the law enforcement, legal, correctional and social work profession. He soon learns to utilize whatever is practical and useful in the approaches of these various professions, but to disregard that which is unrealistic and which merely serves professional self-interest.

(9) Because of the unique combination of authrities and treatment functions, the TPO is in a uniquely good position to combine the constructive uses of authority with the other necessary factors and resources involved in successful social treatment. Despite the antique Freudian and Rogerian superstitions of those in social work and guidance counseling who refuse to recognize that authority can and should be part of successful rehabilitative casework, the TPO program succeeds in making good use of authority and in combining it constructively with other efforts. Only through the presence of court authority in the school setting can the school obtain

the authority necessary to effectively deal with its most difficult students.

(10) Reduction of "system-supportive" commitments. Many probationers in any school system will get in sufficiently serious trouble in school to cause the school administration to feel it necessary to remove this child in order to support the general discipline needed in the school environment. However, many times the overall adjustment of such children will not be sufficiently poor so that, from the point of view of the juvenile court, a commitment to a correctional school seems to be desirable. This leads to a dilemma in which the administration in the student's school does not want him kept in that school. For the same reasons that the student's own school does not want him there, other schools will refuse to accept him as a transfer student, even though it might easily be possible to work out the student's problems on the basis of a transfer plus disciplinary action by the court. The juvenile court, for its part, often does not feel a commitment is necessary and may refuse to take this action. In such cases, the student is usually taken before the juvenile court and either committed by the court or--more generally--simply sent back to the same impossible school situation from which he came.

However, in school systems enjoying TPO services, the TPOs themselves are frequently able to work out private arrangments between themselves, other TPOs, and the administration of their own and other schools, whereby children who seem to require removal from a bad school situation can be transferred to other schools where it may appear that their situation would be improved. With the cooperation of school principals--who will expect reciprocal courtesies, when the need arises--and the cooperation of the courts (cooperation usually impossible to get except through the influence of a court connected TPO, the transfer can be made). Then, the courts can order substantial detention periods for purposes of necessary discipline. Removal from bad school situations makes it possible in most cases for a student's difficulties to be ironed out. His school adjustment will usually then imporve to the point where he can be maintained in school without being a threat to either the school or the community. A student can thereby be maintained in the community, rather than being sent to a correctional school where he will very frequently be exposed to influences leading to a life-time criminal career. A correctional school scarcely permits a child to escape the influences of bad company.

(11) One last advantage of the TPO program which I will mention is perhaps far from its least advantage. This is the immediacy of response in bringing law enforcement and rehabilitative services to bear when serious violations of probation or serious adjustment problems occur for the probationer in school. The TPO is on the scene, ready to see, act, and help. A probationer who gets seriously out of control can be arrested immediately by his probation officer without waiting for police to arrive. Of course, the subsequent prosecution of delinquent charges and the transportation of the violating probationer to the detention home should be left to the police whenever possible. Action of this type is not the only or even the usual way in which the TPO is able to help. In most cases, he will see or be advised of serious personal problems which the in-school probationer may be able to work out through the TPO's counseling, minor disciplinary action, or intercession in behalf of the probationer's needs. Whenever there seems to be a "sticky situation" arising in the school, the TPO is able to be of great assistance because of his close contact with both the child and others involved in the difficulty. Many times the probationer himself is not entirely at fault when difficulties arise, and skillful mediation of difficulties can often prevent serious violation of probation.

There are many ways to evaluate social programming. The TPO program may be briefly evaluated as follows:

Administratively, the TPO program must receive the highest positive recommendation. It is an administratively possible and practical program. It can easily be staffed with high quality personnel. It requires little funding, and it requires no brick and mortar housing.

The evaluation of the TPO program given by juvenile court people on the basis of their experience with the program is highly positive. Probation officers who are familiar with both their own work and that of the TPOs are convinced that it is not possible for a regular office-based juvenile probation officer to do nearly as good a job of probation supervision and casework as a TPO can do.

The impression of school people directly involved in this program is also very favorable. Principals interviewed concerning their impression of this program make such statements as, "I don't know how I ever ran a school without my TPO," or, "I can't imagine ever having to be principal of a school in a high delinquency area again without having a TPO," or, "The TPO program is unquestionably the most significant development in antidelinquency programs that I have seen."

It is traditional to attempt to measure the effect of correctional programs in terms of something called "rehabilitation." However, any corrections person or social scientist who has grappled with the situation is very familiar with the extreme difficulties encountered in (a) arriving at an operational definition of that vague and ambiguous term "rehabilitation" or (b) objectively measuring that elusive variable once a definition is accepted. Defining and measuring "rehabilitation" in terms of personality change, rates of recidivism, and other indices of social adjustment is an estremely difficult task. Recently, there has developed a pragmatic emphasis on measuring program success simply in terms of a program's ability to provide a community-based treatment alternative to institutionalization. This seems to be becoming the most acceptable method of measuring program success. (Psychiatry as well as corrections is increasingly measuring the effectiveness of its efforts in terms of whether or not the treated individual can safely remain in the community). In terms of this criterion, the TPO program promises to be an outstanding success. Preliminary study results indicate that the commitment rate of adjudicated delinquents can be reduced approximately 50% by use of the TPO program. The TPO program seems, therefore, to offer outstanding possibilities as a community-based alternative to institutional commitment for the in-school juvenile delinquents.

Up to this point I have focused on community based school and educational programs--but--since we all know a substantial number of offenders are committed to institutions, I am now going to direct my remarks to education programs in correctional institutions.

Educational programs in the institutions should be staffed with certified teachers and have a well qualified vocational guidance counselor to screen the inmates and place them according to their interest, aptitude, previous education and experience. But no matter what kind of staff or program exists, one of the keys to a successful program is a demonstrable interest in and respect for the offender. A climate such as this should set the scene.

The teacher should serve on the committee that classifies and assigns the inmate and make recommendations as to his educational and other related needs. He should also participate on progress review committees and make appropriate recommendations as to modifications and changes in the inmate's educational and treatment program.

In addition to vocational courses there should be courses on (1) current events (2) family and community problems and (3) academic courses with social values subtly incorporated into the course content, especially English, history, and mathematics. I mentioned the latter because there is some question as to the effectiveness of direct social value courses. There are some who do not believe that a change in social values can be effective unless the inmate is paroled to a reference group that reinforces his new value system. This means a parole to a different community or family. It is believed that if a person is paroled to the same reference group with whom he lived before incarcerated, he will tend to readopt his old values.

A course on current events should be supplemented with pictorial magazines and movies to keep up with the changing customs, fads, styles, etc., of the outside world. It can be rather traumatic for a person to be paroled to a society with customs somewhat foreign to those he knew when he was first incarcerated.

A course on the family and community problems the inmate will likely encounter on release will tend to ease the shock and help him to understand and cope with them more effectively. Often he will have to become reacquainted with his wife--his children may not know him and even resent his presence in the home; his employer may be suspicious and cool and his friends may be reserved and indifferent. I think we all know that the process of social reintegration is a difficult one for most offenders and the better you can prepare them the more likely they are to make a successful adjustment.

Although I am sure that you have heard it many times before, I would like to remind you that treatment skills must be (1) saleable and (2) applicable in the community where they are to return. The making of license plates is not a particular saleable skill and there is little value in training a man to be a T.V. repairman if there is no demand for T.V. repairmen in his particular community. You should attempt to determine what skills are in demand in the various communities.

I see the teacher as a person who has at least two special functional roles in the institutional setting.

(1) Research has shown that quite often the person having the most contact with the inmate is the person who is most likely to make the greatest impact on him. Since teachers probably have more contact with the inmate than the social service department or the psychologist they are the only trained people in a position to make a significant contribution toward changing some of the inmate's negative attitudes.

(2) Some of the social skills necessary to survive in our hectic, competitive society are communication, cooperation, sensitivity, ego development and self awareness. These skills cannot be learned alone. They cannot be learned in a one-to-one counseling situation. These skills can be learned only when a person is involved in interaction with others, learning to cooperate, communicate, and interact with peers and staff. Quite often the only outlet of this nature, in an institution or in the community, will be a classroom setting. As group methods for dealing with the offender become more popular, the teacher's role will take on a new significance with even greater possibilities.

What can the educator do to help the probation process? Educators working with delinquents and adult offenders in the community or in the institutional setting should make certain that the courts and probation departments are fully informed about their facilities, programs, and program directors, or persons to whom inquiries should be directed. It should be communicated in writing.

Probation officers of the future are to be more skilled in mobilizing community resources and should work more closely with all community agencies including special educational programs. It would probably be more ideal if the large educational programs serving delinquents would designate a special liaison person to work with probation and parole officers. There should be a mutual outreaching between probation agencies and educators. Educators should understand the delinquent and the probation process and probation officers should better understand the role of education. One way of accomplishing this would be for the departments of education in the larger universities to offer special courses for teachers with a special interest in correctional education. Probation officers could take these courses as electives during their pre-service training or afterward as an adjunct to in-service training and professional development. Courses for correctional educators should include methods for teaching slow learners because most offenders are two years educationally retarded. A minor in sociology would be especially helpful because anyone working with this type of student must understand the subcultural values of the group from which they came in order to effectively communicate with them. You know better than I that you cannot teach unless you can communicate. The importance of good communication cannot be emphasized enough. If you ever have the opportunity to hear Dr. E. Preston Sharp speak on this subject, don't pass it up. Dr. Sharp is General Secretary of the American Correctional Association and has been especially concerned about this problem for many years.

Some recent observations have led me to believe that education will play a much more responsible role in the field of corrections in the future than in the past. I have listed three reasons for this as follows: (1) The rapidly increasing number of special educational programs directed toward the delinquent in the community and in the institution. I have already mentioned some of the community based programs, but there are also some unusually interesting institutional programs such as the CASE Projects that were established at the National Training School for Boys, Washington, D.C. Incidentially, I was recently advised that much of this program is being built into the educational program at the new juvenile institution for Federal offenders near Morgantown, West Virginia. This institution is to be opened in October. (2) The trend toward an interdisciplinary approach in corrections and away from the exclusivism of the Behavior Scientists. (3) A general trend toward viewing the probationer as a learner rather than a patient. This was brought out rather forcefully last June at the National Institute for Crime and Delinquency, Anaheim, California, by Mr. John Gavin, Commisioner of the Department of Corrections, Boston, Massachusetts, Dr. Sharp, and Dr. Seymour Pollack, Associate Professor of Psychiatry, University of Southern California.

Before closing, I would like to mention a personal impression and make a recommendation.

I believe you are all familiar with the highly permissive approach to corrections which is based on traditional Freudian concepts and theories of psychotherapy. I see a trend away from this approach toward the intelligent "constructive" use of authority by those engaged in correctional work. Authority is not a dirty word and does not have to be punitive. It is not burtality. Its use is inherent in the normal socialization process of the average person as well as in generic social casework practice in non-correctional settings. Its constructive use is indispensable to success in correctional work and you need not apologize for its proper application. This subject is discussed at length in several articles by Dale G. Hardman and can be found in the N.C.C. D. Journal and Federal Probation Quarterly. One book I would recommend to all people working with the offender, whether a caseworker, teacher or whatever is Reality Therapy by Dr. William Glasser. If any of you are interested in Hardman's articles, I will be glad to send you a copy of our Bibliography for Probation Officers which identifies the source of most of his published articles.

To reiterate my opening remarks--I am convinced that education is potentially capable of making one of the greatest, if not the greatest constructive impact on the offender than any other programs.

You are to be commended for your past and present efforts, more power to your future, and I thank you for your patience with the observations of an outsider looking in.

SESSION II

DEVELOPING COMMUNITY CORRECTIONAL PROGRAMS

Gerald A. Collins, Director, Community Service Programs, Washington, D.C.

"In several senses corrections today may stand at the threshold of a new era, promising resolution of a significant number of the problems that have vexed it throughout its development. At the very least, it is developing the theory and practical groundwork for a new approach to rehabilitation of the most important group of offenders--those, predominantly young and lower-class, who are not committed to crime as a way of life and do not pose serious dangers to the community....

The general underlying premise for the new directions in corrections is that crime and delinquency are symptoms of failures and disorganization of the community as well as of individual offenders. In particular, these failures are seen as depriving offenders of contact with the institutions that are basically responsible for assuming development of law-abiding conduct: sound family life, good schools, employment, recreational opportunities and desirable companions, to name only some of the more direct influences. The substitution of deleterious habits, standards and associates for these strengthening influences contributes to crime and delinquency.

The task of corrections therefore includes building or rebuilding solid ties between offender and community, integrating or reintegrating the offender into community life--restoring family ties, obtaining employment and education, securing in the larger sense a place for the offender in the routine functioning of society. This requires not only efforts directed toward changing the individual offender, which has been almost the exclusive focus of rehabilitation, but also mobilization and change of the community and its institutions. And these efforts must be undertaken without giving up the important control and deterrent role of corrections, particularly as applied to dangerous offenders."[1]

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[1] Report of the Task Force on Corrections, the President's Commission on Law Enforcement and Administration of Justice, 1967, pages 6-7.

The field of corrections lies in a bilateral universe. It is part of society's system for the administration of justice, in which the primary goal is public protection through crime and delinquency prevention and control. Within this system, penal institutions and other correctional agencies are associated with law enforcement, prosecution and the courts. But correctional programs, whatever their setting, are also part of society's machinery concerned with general health and welfare in which there is also a broad goal of public protection. Here correctional agencies are associated with the fields of medicine, education, social services and a variety of professional disciplines and community resources. Basic, and often conflicting, differences between the two systems lie in the opposite orientations of the law, which relies on moral condemnation and deterrence, and the behavioral sciences, which are based upon understandings of human behavior and skills in manipulating it.

In part, present-day concerns over increasing the effectiveness of correctional practice stem from the rapidly accelerating change so characteristic of the times in which we live. The phenomenon of change scarcely needs elaboration for a generation which first became airborne some forty years ago when the flying circus with its fragile fleet of bi-planes taxied the length of a neighborhood pasture. Today we mutter in impatience if our coast-to coast jetliner is delayed ten minutes, and we watch with envy as a younger generation stands poised at the threshold of inter-planetary space.

By no means are the changes in progress limited to our capacity to master our environment through improved technology. Indeed it is apparent that there is not a single social institution which is not caught up in the forces of change. Whether we examine recent developments in education, in medicine, in law, in the treatment of the mentally ill or the correction of the offender, it is clear that changes are occurring at an ever-increasing pace. In the field of corrections, it may well be that the period of the sixties will, in the larger historical perspective, be marked as a critical turning point in society's efforts to find more rational solutions to problems of crime control.

Present-day concerns over increasing the effectiveness of correctional practice are also part of a common striving toward a broader goal and occur at a time when larger choices have already been made. In most general terms, that goal is a desire to improve the lot of mankind. Of the many ways in which there can be hope of achieving that goal, one is by increasing the security and well-being of people--public protection. Of the many ways in which this can be achieved, one is by reducing crime. In turn, this can be achieved in many ways, one of which is by improving the system of criminal justice. As we have seen, corrections is part of that system. Therefore, any improvement in the effectiveness of correctional practice contributes to the eventual attainment of the larger goal.

"The main treatment implication of reintegration concepts is the value of community-based corrections. Most of the tasks that are now carried out by correctional officials would still be required if the goal of reintegration were adopted: diagnosis and classification, counseling, application of necessary controls and sanctions.

But probation and parole would have wider functions than are now usually emphasized within the case work guidance orientation. They would have to take much more responsibility for such matters as seeing that offenders get jobs and settle into responsible work habits; arranging reentry into schools and remedial tutoring or vocational training; giving guidance and counseling to an offender's family; securing housing in a neighborhood without the temptations of bad companions; or getting a juvenile into neighborhood club activities or athletic teams."[2]

Our concern in these pages is limited to community correctional facilities for non-juvenile offenders.

Some observations of correctional institutions and their clientele

There is nearly indescribable diversity in the operation of the hundreds of prisons, reformatories, jails and kindred correctional institutions throughout the federal, state and local jurisdictions of the United States. Created as an experiment less than 200 years ago, these institutions are designed typically for secure custody and have been built of stone, concrete and steel. They have been remarkable for their endurance.

Although most inmates of American institutions come from metropolitan areas, the institutions themselves are located mainly in rural areas. Many of them are far removed from primary transportation routes. Whatever the original reasons for these locations, nearly sixty per cent of the states in the survey conducted by the President's Crime Commission in 1966 reported that the remote location of training schools was a problem. It was said to interfere with efforts to integrate inmates into the community and to make more difficult the employment of correctional staff, particularly such specialists as teachers, clinicians and program managers.

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[2] Ibid, page 9.

Of the hundreds of thousands of offenders who pass through correctional institutions in the course of a year, some are committed irrevocably to criminal careers while others subscribe to quite conventional values or are aimless and uncommitted to goals of any kind. Some are alcoholics, some narcotic addicts, some sexual deviates and so on through the catalog of human frailties and ill-adaptations. Behind the visible few who are conspicuous by their offenses are nameless numbers of non-descript human beings, more characterized by imprudence and inability to cope with the demands of a complex society than by any pattern of malicious wilfulness.

The Task Force on Corrections of the President's Crime Commission did a remarkably perceptive job of describing and analyzing American correctional systems and their programs but the limited data available, whatever their accuracy, tend to cover up far more than they reveal. The fact is that both the offenders themselves and the systems created to deal with them are diverse, almost beyond belief. A bird's eye view of correctional institutions discloses a range of operations which is at once huge and tiny, harsh and permissive, traditional and innovative.

The operation of correctional institutions in the United States today reflects a mixture (but not a blending) of the old and the new, of help and control, of punishment and treatment. The functions now performed by correctional institutions are the result of multiple efforts to meet specific needs in thousands of separate jurisdictions. They represent improvised solutions to specific problems rather than a comprehensive solution to a total problem. Concerns for finding better methods of apprehending and adjudicating criminals have influenced these decisions much more than concerns over achieving the greatest impact from correctional programs.

Even among more enlightened correctional systems, program emphasis may be on individual and family therapy in one jurisdiction, on vocational training and job placement in

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another, on group treatment which relies upon the influence of offender peers as the main vehicle for rehabilitative effort in still another. Inability to achieve clear results causes frustration in some correctional officials which may lead them to drop one program plan in favor of another, or to add treatment methods one on the other without clearly distinguishing their purposes or the real needs for them.

The field of corrections has also labored under what is coming to be seen as a fundamental deficiency in approach. Until recently the treatment of offenders has been based exclusively on the notion that criminal and delinquent behavior results from some form of defect within the individual offender. There has been a tendency to ignore increasing evidence that crime and delinquency are symptoms of disorganization of the community, as well as of individual personalities, and that institutions of the community--through extending or denying their resources--have a critical influence in determining individual behavior.

Problems in program development

A conceptual framework for new approaches to correction of the offender, whatever its clarity and reasonableness, is not enough for the program planner. Consideration must also be given the range of practical problems which act as constraints on program development and which frequently dictate the priorities and directions of long-range comprehensive planning. Such matters as the need to recruit and train personnel for new correctional roles, resolution of questions of organization and authority and sources of essential funding are obvious and common enough in all jurisdictions. Somewhat less obvious are the substantive issues that have been singled out for examination in the paragraphs that follow.

Institutions or facilities must become correctional centers. The fact that correctional institutions tend to be too large, too remote geographically and too isolated socially and psychologically, from the outside community is not the only problem. From the standpoint of programming, an additional handicap common to a majority of institutions has been in inward orientation to their own activities. Symbolic of this orientation is the image of a bastille-like prison which stands receptively at the end of the long road of crime. The focus of program and staff concern is on the adaptation of inmates to the society of the institution. The concept of an institution as a correctional center, on the other hand, requires that the traditional egocentric focus shift to the community from which incarcerated offenders come and to which they will return.

There are many implications in this drastic change--modifications in the scope and content of treatment and training programs, retraining of personnel and opening avenues of collaboration with other agencies and organizations, to name a few. The new concept also implies that correctional programs should be kept as close as possible to the homes of the offenders being served. It implies further that correctional processes be designed to seek the kinds of goals and methodology which will speed the day of highly successful and predictable intervention in delinquent and criminal careers.

In this context, institutions represent particular resources, in a spectrum of other correctional resources, which can provide specific services for specific kinds of offenders. To accomplish this, the missions and multiple functions of correctional institutions must be more precisely defined and their limits understood.

Use of correctional resources must be selective and flexible. The very limited traditional view of corrections has not yet been abandoned. In this view one thinks of imprisonment and what happens after guilt has been established as comprising the universe of corrections. At the point of disposition by the court, the old dichotomy of probation in lieu of a sentence to imprisonment must be replaced by a choice of alternatives based upon more precise definitions of purpose. But this is not where the process starts. Actually, processes of corrections begin with the first contact between the alleged offender and the police and they may not end until eventual parole is terminated. In between is an increasingly broad range of decision points and alternatives, each of which influences and is influenced by the others. Not only must a great deal more be learned about key decision points, what the choices are, and who chooses among them, but information is needed which can be used to assess the effects of the decisions that are made.

That there must be a wide range of techniques for controlling and correcting offenders who present different problems and needs--as well as broad latitude enabling the exercise of choices--is no longer subject to challenge. Ideally, a correctional system should match types of offenders with types of programs geared to meet specific needs. The alternatives would range from non-supervisory measures through increasingly structured community programs to total incarceration. Greatest flexibility would attend these choices. Today we are far from this ideal for both philosophical and practical reasons. The fact is that for the vast majority of offenders diagnosis and treatment planning, when these occur at all, take place after important decisions have been made and sentences imposed.

At the other end of the spectrum, when institutions are used, release should occur when institutional controls and services are no longer needed. The nineteenth century logic of letting the punishment fit the crime made imprisonment an "all or none" disposition. Offenders were sentenced to terms equated with their offenses and they stayed under lock and key until the last adjudicated moment.

The twentieth century development of probation and parole diminished the abruptness both of entry into and release from correctional institutions. These new procedures recognized that something more than exact execution of the sentence to imprisonment is required to protect society. The idea of bad persons doing penance in order to be bad no more was modified, at least tacitly, by more pragmatic concepts. Some surveillance over offenders trying to make out in the community and some help extended to them have become part of the correctional enterprise, albeit in quite limited and cautious ways.

Unfortunately, these concepts as applied in most jurisdictions are more nearly an ideal than a reality. Sentences to imprisonment are not always imposed to accomplish specific treatment and control objectives. Such objectives may not be given a thought in some "correctional" institutions; the frames of reference for parole decisions are not necessarily in keeping with consistent treatment and control precepts and, when they are, few parole departments are staffed well enough to provide the services needed.

Yet, some quite imaginative ways of graduating the transition from confinement to complete freedom have begun to evolve. They add much strength to orthodox parole, and they tend to blur the once-rigid line between the states of prisoner and responsible citizen and, consequently, increase the odds that the line can in fact be crossed.

Clearer definitions of treatment goals are needed. The previously stated goal of reintegrating the offender to society can now be examined in the light of the program directions and emphasis required.

First, the offender group itself must still be made the target of change. However, this important perspective must be broadened to include the effects of the criminally-oriented groups with which many offenders are identified. In seeking ways of dealing with the group, it must be acknowledge that the inmate's social fabric is one which affords him some satisfactions: his peers confer upon him a sense of identity, a reputation and a design for living. While this is a community of people which often serves as a collective means of expressing frustration and hostility, it also serves as a substitute for effective participation in conventional activities.

The point is that much greater correctional effort must be directed toward inducing change through group support. Change is an interpersonal, not a private phenomenon. The acceptability of any behavior, whether conventional or deviant, will likely depend upon its acceptability to one's peers. Most individual problems are group-related in some way.

Second, the fundamental relationships between inmates and staff members must be altered. This will require both staff as well as inmate change. The subtleties of inducing such change cannot be overstated. Inmate culture is partly the product of shared adjustment problems imposed by the system. Moreover, the conditions of imprisonment tend to promote negative self-concept and an identification with those who are in similar circumstances, rather than with conventional people and their points of view.

The fact that inmates live quietly under authoritarian rule does not mean that they accept it, nor that they will learn to be responsible persons in consequence of it. The obvious implication is that more effective correctional treatment will subject the institution to inevitable discomforts of change. Official norms which support traditional relationships between staff and inmates need change as much as the rigid norms of the inmate subculture. One segment of the system cannot be changed without affecting changes in other segments. All are inextricably tied together.

Third, legitimate alternatives to criminal associations must be exploited. As an example, the existence of educational and vocational programs in an institution does not mean that inmates accept them as alternatives to the inmate code or to their identification with other criminal groups. In fact, the community life of an institution is such that inmates find it difficult to see a direct relationship between prison activities and the realities of the world outside. Thus, many inmates are concerned more with beating the system to accomplish secondary gains than with discarding an old way of life in favor of adopting a new one. Their concern is with projecting the right image with the least expenditure of effort or exposure to risk.

Even assuming that an inmate is positively motivated to learn new skills and to develop new social relationships, the job is only half done. The problem is not entirely one of shedding old patterns. New ones must be found. His need, and the eventual correctional goal, is for positive reintegration to pro-social, legitimate relationships. He needs a linkage with the non-criminal world. Obviously, this is a problem which he cannot handle entirely by himself. Being an "ex-con" is a social role, not just a personal feeling. Somehow, tying correction of the offender to his reintegration in the community must be accomplished. For the offender this would involve correctional experiences which can provide: (a) motivation for acquiring a conventional role in a non-delinquent setting; (b) realistic opportunities for testing this role; and (c) rewarding experiences which will tie him to the new role.

Correctional programs are shared responsibilities. Another characteristic problem of correctional agencies has been that for too long they have tried to do the job alone. Increasingly, these days, the job of correcting the offender is seen as involving responsibilities that are shared with other agencies and organizations, if for no other reason than that the typical offender spends an infinitesimal part of his total life span in the correctional system. These shared involvements occur in different areas, like a series of concentric rings.

Within the administration of justice universe alone, it has long been accepted that the primary task of correctional agencies is to carry out the sentences of the courts. This has been interpreted to mean that appropriate measures will be taken to insure necessary control, supervision and (presumably) "correction." Actually, this is too narrow a view of the mandates under which correctional agencies function. To look upon court dispositions as a prescription for intervening in criminal careers would be more appropriate. This would underscore the need for constant dialogue and meshing together all elements of the administration of justice involved in the management and treatment of criminal behavior.

A large proportion of offenders are rejects and failures in the various areas of community life -- home, school, work and leisure-time activity. Once they become officially labelled "criminal" or "delinquent" their estrangement from the primary institutions of the community tends to increase, their sense of powerlessness to "make out" in legitimate ways is accentuated. It is as if society reacts to their criminality by further walling them off from the very "medicine" they need to change -- successful participation in the mainstream of community activity.

There are many examples of barriers to reentry. The inability of the ex-offender to obtain bonding needed for certain kinds of work and outright ineligibility for many forms of employment because of a criminal record. Even stronger than these formal barriers are the informal pressures operating throughout the community which act to "lock out" the person who carries a criminal stigma. It is one thing to be in favor of rehabilitation as a general idea, quite another to welcome the person who has been an offender into school, on a job, or in a recreation group. The rituals surrounding banishment of a law-breaker are very potent, but there are no rituals to remove the label of offender when he seeks to reenter.

A paramount need for correctional agencies, then, is to open access to resources which now are not being utililzed. The real armament for successful reintegration of offenders to society, and the keys to it, lie in the community. This is more than a matter of program in-puts that result from working relationships between correctional agencies and schools, universities, business, organized labor, civic and professional groups and individual citizens. What is needed is solid "bridge building" between correctional agencies and the community that will enable and support outright collaboration. As applied to institutions, collaboration is most readily achieved if the facility is highly "permeable" from the outside so that staff is augmented by persons from the outside community with whom inmates can identify. Conversely, it is through "work release" and other innovative program vehicles that selected inmates increasingly participate directly in work, training and other aspects of outside community life.

Measures of program effectiveness are essential. The need to continually evaluate fully all aspects of correctional programming cannot be over-emphasized. All officials must be alert to the impact of correctional programs, must assess their meaning and plan continuing adjustments that will insure a balanced and increasingly effective total correctional effort.

A system that will provide information feedback of actual day-to-day program experience is badly needed by program managers as a basis for monitoring the program and for decisions relating to the selection of participants. Termination reports should be prepared in all cases showing the reasons for removal from the program with explanations of removals for cause. Monthly or quarterly summaries prepared by program managers should carry basic statistics and include narrative observations of the adjustment of participants, acceptance of the program by others involved, operating problems and the affects on other agency operations. Ideally, individual case records should evaluate the progress made by offenders in the program and should assess the relevance of this to original diagnostic findings and the correctional goals that were set.

Far more than in the past, systematic efforts must be made to exploit the opportunities that exist for research and evaluations of total program effectiveness. A stream of case history and program data should be fed into a central statistical and research unit. This would insure that at any given time this information could be reviewed and analyzed. Systems should be developed for longer-range follow-up studies of participants after discharge. One intermediate method of approach would be to schedule exit interviews which would provide both current feedback intelligence and data that could be assimilated for subsequent statistical analysis.

Research can contribute substantially to overcoming many needs. Continuing efforts to reduce in-program failures, for example, can be sharpened by experimentally applying techniques for identifying individuals with high failure potentials. Also needed is increasing knowledge with which to train staff and offenders in the specific behaviors which are required to master the specific tasks for successful adjustment in the community. Research could contribute much of this knowledge and, at the same time, enable more sophisticated development of the program itself.

SESSION III

UNIVERSITY RESEARCH AND SOCIAL EDUCATION OF OFFENDERS

Vernon Fox, Chairman, Department of Criminology and Correction, Florida State University, Tallahassee, Florida

We're going to talk about education today and University contacts with education. This is an easy topic to talk about really, because criminology and education are both central to the entire life because we all are faced with the problem of getting along with our neighbors. For example, I'm over here, I want to do some things, and I'd like to do some things right now. But I don't dare because there are other people over here, and I have to fit into this matrix of social control. We learn this matrix of social control by education.

This is of course one of the reasons we want our people to be nurtured and develop the capacity to relate by one relationship, the family. Then we can use this relationship to include the values of our culture. This is part of the process--trying to fit me into this matrix of social control or fit you into this matrix of social control. It's central to the problem of mental health, crime and deviant behavior throughout all science.

The literature and motion pictures and the news stories that exist are central to this entire field. Like for example, who is the good and who is the bad guy, Robin Hood or the Sheriff? And you remember Victor Hugo's Les Miserables, where Constable Shivere, the dedicated righteous lawman who followed the escaped convict for weeks mounting into months and months mounting into years, finally apprehended him. The story ended happily with Constable Shivere's guilt-motivated suicide. And in St. Joseph, Missouri, just north of Kansas City, there is a museum in monument to the memory of Jesse James. So sensational deviant accomplishment, since it is so essential to our lives, our own adaptation to a bigger society becomes central to the entire society and we use this theme for our escapes, which makes Truman Capote's In Cold Blood interesting reading.

Now, in the development of modern organized society, we have to develop the common beliefs, common failurenesses, common traditions so that we can fit into our society the changeable parts. There will always be a Chairman of General Motors. It will not always be Jim Rousch, it will not always be Charlie Wilson, but there will be a Chairman as long as there is a General Motors. We fit in here like this. Now we are interested in the people that deviate and in the area of educational correction. We're interested in the learning process that brings them back to dead center.

In the early days, they thought that anybody that deviated like that was possessed by the demons. There were demons inside the skull, or full of the devil if you would like to put it in modern terms. There are several treatment processes which flow from this. You can put on grotesque masks and make weird music and dance and try to scare the demons out or you can give them some pungent material made out of hair and fingernails. You can take it and that makes the demons go. You can be more scientific and this is what our ancient forefathers did. They ground a hole in the guy's skull to let the demons out. This was our first real scientific approach to modifying behavior: a hole in your head to let the demons out. Subsequently, we have gone from that.

The reason I am talking about this is that the way we develop is important if we are going to modify behavior for education or any other means. We have to know how we got there rather than just what we are. Not just the pattern, you have to know the development. Now, education has been in the middle an awful lot, too. Teachers have been in difficulty from time immortal for not teaching according to the values. I think probably the first two notable cases of capital punishment were closely related to education.

Socrates was sentenced to death for corrupting the youth of Athens. Then there was Jesus Christ. Both were teachers who didn't fit squarely into the matrix of social control of their time.

This sometimes causes problems. But as we went on along from the hole in the head to the humors of ancient Greece, the biles and biological thoughts of Lombroso, hereditary, that crime in inherited, etc., we finally learned to educate. We learned that our behavior is the result of our experience and the total product of all of our experiences, and we have learned to educate. But in correctional education, we have some new problems to face. We all have the capacity to relate, but it has to be nurtured. A one-to-one relationship with a smile is the thing. The advantage of the one-to-one relationship is to develop the relationship so that we can inculcate attitudes. Total training, of course, is the first imposition of social control over basic bodily needs. Now, it is during an early stage that the capacity to relate hasn't been developed, thus a new problem arises for education. It is because they don't have the capacity to relate to an early parental figure that such things as conscientious or deep emotional responses are built. If that period is missed, then education is saddled with a new problem. The individual can't relate because he feels that way. He can't feel it. He has to learn to get along. It becomes a conditioning process. After a period of years of neglect and cultural deprivation, the correctional educator gets in after puberty and has a lot to undo. The individual covers up and we don't want to take these defenses away. We have to dismantle and build new ones.

Now, what does correctional education do? You take a criminal and you teach him to be a plant. What have you got? A criminal plant. This is one of the real dangers of using people who have the union trade cards. They can teach subject matter. Do you know who Boss Keting is? Old Boss Keting was an engineer at General Motors for years. He invented the self-starter. He invented a lot of things that we take for granted on automobiles. I heard Boss Keting say one day, "Do you know down there in Pennsylvania when they make those Baldwin Locomotives, those steam locomotives, they put a lump of coal into that fire box, and the energy from that lump of coal goes into heat, light, smoke, exhaust, friction, and when the whole thing is counted, only about fifteen percent of the energy in that lump of coal ever gets on the tracks." He followed through and said that same is true of the human mind. In terms of education, in terms of the intellectual usages, we use about fifteen percent of the capacity.

The rest of behavior is motivated by emotional factors. We behave because we hate, love, fear, lust, anger. The intellectual capacities are really secondary in all phases of education designed to modify behavior and particularly in correctional education.

When a welding teacher in the prison does a good job at teaching one thing, this is of secondary importance. Does he does he do a good job in restructuring the way this man sees the world? Of course, we are generally talking about the values of correctional education, the development of the tools of learning. You all know the level at which people come in.

The inmate needs a trade, vocational training. But this is not enough. Up in Michigan we had a professor from the University of Michigan. When we got his transcripts, he had "A's" in courses I couldn't even pronounce. He was a professor of classics. He had burned down Haven Hall when he got mad at his girlfriend. The point is that here was a well educated, not culturally deprived, man in prison. At the other extreme are people who can't even write their own name, who have never been in jail. So the presence or absence of a trade or the presence or the absence of education is not the cut off. It is not the critical area. It is the overall values of education that become the critical issues. The inculcation of the values, the changing of the self-preception and the worthiness of the individual are crucial.

Give him the confidence it takes to go out and compete in this world. The confidence the normal kid got in his mother's arms is where he developed the security that we all carry around in our heads. We don't carry our security in the bank. I've got a good friend who just paid cash, oh, about four years ago for Waterman's Steamship lines. He is in the hospital about half of the time and he is in his early forties. Security is up here.

What did that vocational school teacher provide? What did the correctional education man give in terms of the modification of behavior? That is on an emotional basis, not on an intellectual basis. The age of reason hasn't come yet, gentlemen. If we did exactly what was good for us and we could reason about our behavior and the consequences of it, there wouldn't be any liquor stores, and there wouldn't be any cigarette smoking. We do a lot of things that aren't good for us. The age of reason hasn't come yet.

We have to base change on the emotional kind of feeling values. We are in the process of recapitulating a defaulting family where our clinical service will recapitulate the mother function and courts and authorities controlling agencies recapitulate the father function. I don't mean to get sex roles in here. I just mean the functions are defined in our culture. But we have to make sure that the values, the feeling, the perceptional world, work habits, and attitudes, are the important things, not the subject content.

A recent survey by the Federal Bureau of Prisons about one of their training programs found that only about five percent of released inmates were actually working in the field for which they were trained in prison and those were the ones that hadn't gone home. The highest rate of recidivism came in the group that didn't go back home. We did the same thing in Florida, at the Appalachee Correctional Institution because we felt that these figures aren't right, but they were. It isn't the content that is important; the content is a medium by which you get something else done. We have to keep our eyes on the focus.

Now I went over to the library as soon as I got this assignment and I started looking through the literature, because I didn't remember much solid data on education in corrections. There was almost no material. I found some material, sure, by McCormick, his book, of course, and his article in the Annals of the American Academy of Political and Social Science, both in 1931. There were a few articles by some interested parties, but there was no solid research. Now why, why does this happen? I don't know. My conjecture is that they are focusing on the effectiveness of teaching in terms of learning a trade or passing the GED. They do not focus on social education.

It is my contention that it doesn't make a bit of difference if he learns to read and write or if he learns a trade. But it does make a difference if he gets those values, those self-perceptions, this feeling of worthiness, this feeling of confidence that the normal kid gets in mother's arms. We build our security in infancy. The old Catholic Priest who said, "give me a child until he is seven and you can have him for the rest of his life," knew what he was talking about. It doesn't really matter whether he learns the trade because he isn't going to use it anyway. There are only five percent of the inmate population in what is considered to be the better one percent of the trade training programs in the country. You get him to learn and you teach him to write his name and he comes back on forgery. Do something else. Give social education.

My conjecture is that the reason we haven't been able to find any good research in education in corrections is that the focus is on subject matter instead of what it should be, the modification of behavior.

I think probably the old Chicago area projects got into this problem. They spent their time in recreation which is O.K., isn't it? You don't get into trouble when you are recreating. You don't get into trouble when you're working. You don't get into trouble when you're sleeping. You get into trouble when you louse up your leisure time. This is legitimate. The Cambridge Summerville Project got into this area.

I'd like to keep goals in focus, too. I remember one guy that wanted to be a catcher, a big league catcher. But everytime he put his glove up, the ball hit him in the face. He had to change his goals in life because he just wasn't cut out for it. So he changed. His name, Rocky Marciano. Sometimes, it just takes a little counseling, vocational education not in content but in finding your nitch in life. Find your slot. Correctional education is to help the weak and inadequate. You're in the business of promoting the general welfare just like our Constitution says.

Now where are some of the problems, why aren't we making any more progress? More recently, the Juvenile Delinquency Act in 1961 advanced the idea that everybody would have essentially the same values. We got quite a bit of recidivism from that. Again, it was not focused toward social education or economic content, give them a trade, a job corps, this type of thing. It was not focusing toward the modification of anything. What we have learned from all of this is that we can move behavior, delinquent behavior, or any kind of behavior, we can move it and we can control it, but we can't stop it. In all of the area projects, the mobilization for youth, the the patrol patterns, it was found that the program reduced delinquency in the area and the delinquency arose around it. You can move it and you can control it, but you can't stop it.

The stopping comes from some other source. There is a new look: authority. And so when we give them more authority, it reinforces the problem. We have to back off and see what we've got. Let's look at some developmental principles that we are going to have to inculcate. This is one of the things that we are going to have to look at a little more deeply in the Southeastern Correctional Conference Project Research Center.

School programs are built on the basis of the old learning curve we learned in educational psychology, the learning period has plateaus. So we gear our curricula to this learning period. This is what we demand at age 12; this is what we demand at age 16. All right now, if you were to go to the Registrar's Office here at SIU and go back and check the tests that kids have taken in high school and grade school, assuming a standard population we see that the girls develop faster by age. By junior high school, they are about a year and a half ahead of the boys. At the sixth grade, they are a little bit stronger, they are a little bit bigger. They become interested in boys while the boys are still interested in cap pistols. Now for boys, balancing out this average, they come along a little slower. Now so if you give an IQ test at age 12, for example, you slice it down the middle. You are basing the task upon the average. But the girls perform better because they are ahead, the boys perform lower. So the IQ is figured by dividing mental age of the performance by chronological age. That means that two persons, both of whom are going to have the same IQ at age 21, differ at age 12. At age 12 the girls have about 125 and the boys are just lumbering around at about 70 or 75. We use that for a prediction of academic success. Look at what we have lost already.

Then you get fast developing girls who blossom out faster than the others. They are a little shorter and a little more voluptuous and their interests are with older boys. Then you get the slow developing girl who is at just about average. She winds up taller. She is the taller model, she comes along later than the fast developing boy. He is the star in high school while the slow developing boy is like Satchel Page, Archie Moore, some of us.

Now what happens, the girl learns faster, while the boy is lumbering along? Now either he makes it and winds up with good work habits which serve him well when he is in college later, because he developed the work habits that the girl didn't or he drops out. This is why the vast majority of your clients in your remedial reading clinics are boys, and your clients in juvenile court are boys, and the problem people are boys. We don't make accommodation for this maturation rate. This is one of the reasons correctional education has focus on individuals and on social education.

Now, let's take another look at this. What is the average IQ of prisoners. We are talking around 92 or 93. What is the average IQ of the general public? Friedman and some others have estimated probably about 93. I read the average IQ in the United States Congress was about 96. Now, what's the average grade completed by the persons over age 25 in the United? The last figure was 10.8. What's the average grade completed by prisoners? About three grades lower, isn't it? Grades completed, I'm not talking about the test.

Now some of us shy away from tests because we haven't retained everything we have learned. We have a different type of focus as we mature. I remember one of the questions on the Wexsler was how many pints in a quart? Well, kids will give you two, right like that. Inmates will hesitate and falter and say give me a fifth. Now, we think different ways. That doesn't mean that one is smarter than the other; it is just that they come out on their tests differently, depending upon how their tests are geared. Our data tends to support the contention that in terms of IQ the prisoners represent a fairly good cross-section of the population from which they come. But they are three grades academically retarded both by completion and by tests.

Now that doesn't mean that if he bites his fingernails, we treat him for biting fingernails or let's treat him for alcoholism. You can't treat anybody for alcoholism. Alcoholism is a symptom of something else. So is nail biting. It is like divorce. Divorce is only a legal recognition of something that has already happened. So is lack of education. So we get into the idea of treating symptoms. This guy is a poor risk, so let's educate him. Education is a sympton, too. It is simply the easiest to measure. They also have more dental carries and more tuberculosis and some other things. This is the easiest to measure or index.

Now, all of our experiments in reading, and manual performance in childhood, etc. suggest that the external emotional set-up isn't ready. In our program, people have to be psychologically and physically stable before they can let their defenses down well enough to receive any kind of instruction.

These are some of the areas that we are concerned with in our research center. We have just received $300,000. from the Ford Foundation to establish a Southeastern Correctional and Criminological Center. To my knowledge, this is the first time that a regional grant has been given to four states, the Carolinas, Georgia, and Florida. It will be housed at Florida State University. It will be close to The Computer Center and the Institute of Social Research. We have the commitment of the Directors including the one that succeeded Ellis MacDougall, as well as Ellis before him, for cooperation. This is the most unstructured grant I have ever seen. When the people ask me what did you purpose, I respond that I don't know. All we said was give us the money and let us see what we can do with it. That's just about it. When you read the proposal you'll find that's just about the way it is. But the recognition was that some of these conventional lines in teaching subjects and that sort of thing were just not doing it. We're setting up a central data bank for the four states. We had a meeting in Atlanta to get some common terminology as Ellis MacDougall mentioned yesterday, and we're going to spend the first year gearing up because we'd rather build a solid foundation and then be able to change the frame, than to build a quick foundation. We're looking at education in the vein I have indicated to you today.

So we have to have a many-to-one relationship in order to do some of the social education. Can we have other patterns? One of the difficulties in Watts for example, is that we are professionalizing police and as we professionalize the police, we widen the gap between them and the people with whom they are working. This is the very principle in which the old neighborhood cop, Officer Clancey, kept down some delinquency and helped boys with their view of the society. But now the authority is out of sight. It's in sight all right, it's an automobile, with a badge on the side, and there are arms, but it is impersonal.

Programmed instruction is good. One of the problems in correctional education is that we're disjointed. We're not on the highway, we're still on the dead end. When a kid comes into the detention home or a jail or something like that, we say we don't have him long enough to do anything with him which is an admission that you view the world in a pretty egocentric way. You're not the only guy in it. We have to coordinate and use that short-term basis for individual instruction and programmed instruction. Now programmed instruction isn't for college students who are motivated, but it is for these guys three years retarded, culturally deprived, culturally disadvantaged.

There's one thing for sure, we're going to have to lay off the emphasis we have in evaluating education. We're going to have to lay off the subject matter. It isn't practical. Our hired research indicates as I mentioned before, they don't do anything anyway. And if we can't find some basic truths, related to the developmental process, its basic role in the modification of behavior, in our correctional education procedures, ladies and gentlemen, then we might just as well go back to putting holes in people's heads.

SESSION IV

WHAT THE ADMINISTRATION EXPECTS OF CORRECTIONAL EDUCATION

Joseph G. Cannon, Commissioner, Maryland Department of Corrections, Baltimore, Maryland

The nation today faces problems in the area of crime, delinquency and correction that are so great in scope as to be almost beyond the comprehension of any one individual. At this moment, there are over 285,000 juveniles and 936,000 adults being supervised in one of the three phases of the correctional process--probation, institutionalization, or parole. The cost of these services, that run from total institutional care to supervision in the community through probation or parole, amounts to a shade over $1,005,746,000 annually. The individual average cost ranges from $142 a year for the supervision of a misdemeanor or parolee either on probation or parole, to $3,613 a year for an incarcerated juvenile. An incarcerated adult costs the tax-payer an average of $1,966 per year. All of these figures, of course, are conservative and misleading when one considers the loss of tax dollars that the adult offender would be contributing under normal gainful employment and the number of dollars expended by welfare agencies to care for the dependents of the adult offender during this period of confinement. So in terms of the dollar sign alone, I feel that we have more than adequate motivation and justification for being here today.

The President's Crime Commission Report pointed out very graphically the need for an expansion, improvement, and upgrading of educational services in our correctional institutions, prisons and reformatories. They indicated that in a comparison of the general population with the person confined, 14.4% of the inmates had completed up to four years of education. While in the general population, 6% of the people had been limited to this degree of achievement. As far as the high school level is concerned in the general population, 27.5% of the people had completed four years of accredited high school work. Only 12% of the general inmate population had an opportunity to achieve this degree.

The President's Crime Commission report also pointed out that training school and reformatory inmates are likely not only to be far behind in school but to associate education with their failure and rejection. I think that this is a very loaded statement; that much of the failure and problems that the people in the institutions have experienced are related in some manner to their experiences or whatever in the educational system in the community. So, it means that we must attempt to be more innovative; we must attempt to come up with the gimmick in the educational process in an institution in order to attract and motivate the inmate. It needs to be a more relevant and rewarding experience for them, rather than a situation where they anticipate only failure and humiliation.

It is impossible for any one speaker to convey what administration expects of correctional education. In order to do this, I would need to speak for several hundred correctional administrators in this country alone, when one considers the numbers of wardens, superintendents, or deputies in the system and the commissioners and directors of state systems and their assistants. So I would like to qualify what I am about to say by stating first that my comments are not sponsored or endorsed, nor do they reflect the stance taken at this moment by the correctional bureaucratic establishment. I do feel confident, however, that there exist a few administrators or rather individuals in the correctional field, on whom administrative responsibility has been thrust; who when they look at the professionally trained educator, the correctional educator, have many qualms and feelings of apprehension. Some may see a threat to an already incompetent, inept administration. Some see the educational program as window dressing, a cover for gross inadequacies in other areas of the total program. Some tolerate educational programs because everyone agrees that an education is a necessity these days. Everyone should have an opportunity to learn. And then, of course, we have many administrators who feel, believe, and are convinced that education and educators have genuine and vital roles to play in the field of correctional services. It is regretable that there are not more of the latter and less of the former!

I would like to relate to you my first experience, which was a bad one, with a prison educator. This dates back many years, I don't worry about putting a finger on anyone at this late stage of the game, but the institution in which I started was a maximum security prison. We had about 5,000 people locked up there. We had one teacher, one educator in the school, and he had about 25 inmates playing school. They were his assistants, his teachers in this school. They were a really swinging group of inmates. I am sure that a few of them were very interested in doing a job. I am sure that more of them were interested in selling grades. The worst aspect of this rather miserable situation was that the teacher, the person who was qualified and supervising this, had come to believe that he was actually teaching reading, writing, and arithmetic to the inmate body. He was the only one, I believe, in that whole school that was kidding himself. Most of the inmate teachers and most of the inmate students knew very well what was going on in that school program. I remember when this individual retired. A person was recruited to take his position as principal or superintendent of that school program. He immediately was able to go out and bring in one or two young teachers right out of the university with a bachelor's degree. It took the inmates in that school just about a year to run all of them out of there because these people thought that they were going to be the teachers; and that they were going to supervise the curriculum; and put together the program. As I said, it took about a year and this was possible because of the cooperation of the then Associate Warden for "treatment". He placed much more confidence in the half dozen inmate "rats" than in any staff people in the institution.

So again, very frankly, with the exception of a brief period of a year or so, my experiences with educational programs in adult correctional institutions, prisons, or whatever, hasn't been too positive. I hate to speak from a negative frame of reference. I think perhaps that is going to be a necessity. I'd like to list a few of my personal expectations as a correctional administrator. I relate these expectations more to the correctional educator than I do to the correctional education program, because again I think that if you have qualified, interested, able staff, you are going to have a good program. If you don't pay attention to who you're recruiting and wonder continually why your program is sagging in the middle, your method is self-defeating. So I am going to address my remarks to what I would like to see in the way of a correctional educator or correctional educators in a prison system or in a total correctional program.

First of all, I would expect honesty; honesty with one's self, honesty with the inmate, and honesty with the administration and fellow staff people. Don't pretend that you're able to do something that you're not just because you've been around for a few years. I think those of us who have been around in the correctional field, especially at the institutional level, naturally tend to believe that the program is more effective, more meaningful, and more efficient than it actually is. It's like a defense mechanism. If I've been associated with it for five or six years or ten or twelve years, it must be a pretty good program. We need to maintain objectivity and recognize the limitations personally of staff and the limitations of the program or else we're going to have a lot of difficulty seeing that what we are doing or what we would like to accomplish is what we feel needs to be accomplished.

Number 2: I would expect something more than an 8 to 5 attitude toward responsibilities. It's very pleasant to run into staff people in the institutions or even in the central office now and then after 5 o'clock and I think that this is very important. People that are around after hours or people who are willing to go the extra quarter mile or half-mile, or whatever, tend to accomplish more and are able to get the needs of their program across a little bit more than people who take a strictly 8 to 5 approach.

Number 3: I would expect the recognition that reading, writing, and even arithmetic are not the answers to the problems of most inmates; part of the answer to the problem, but not the total answer to the problem. It is so often that you'll find people, and I don't limit these remarks education or educators--so often you'll find a chaplain, a social worker, a psychologist, or an educator who will stand there and tell you that if this person would accomplish thus and so, with my help, then he would be all right. He would be a well-adjusted person when he leaves this institution. This is a real danger. I would expect a willingness on the part of the educator to become somewhat of a correctional generalist. By this, I mean that he should develop an interest in custody and security if he is working in a custody and security type operation. The more you get to know these custody and security people, the more you get to understand some of the problems.

Number 4: I would also want the individual to have an interest in other programs in the institution rather than have him restrict his attention to the education program. I hope that the educator would have a few moments now and then to sit down with the associate warden for treatment or custody or the warden, and just sit with him a while for discussion at informal times like 6 to 7 or 8 in the evening, or perhaps during the day once in a while. I'll never forget the change of attitude which I had toward the responsibilities of the director of the state system after I had an opportunity to spend some time with him and see the varied type of problems that came across his desk in just a one day period or even a period of a couple of hours. I think it's important that we try to acquaint ourselves with the various responsibilities of the total system in which we're working.

Number 5: I also expect the educator in a correctional program to be aware of and interested in the philosophy of parole and probation. I don't see how a person can work in an institutional setting for very long without being concerned with the individuals. What were they before they came into the institution and what happens to them after they leave the institution? So often you'll find institution people, and again I'm not restricting my remarks to the educator, who are interested only in institution affairs. If there is a local probation and parole conference, they can't understand why some of the poeple would like to go to this conference; or get to know a little bit more about probation and parole; or become acquainted with some of the people working in the area of probation and parole. I think it's just as logical as anything can possibly be. I think the educator, the social worker, anyone who is involved in trying to change the inmate while he's locked up, needs to have an awareness, a speaking acquaintance, with probation and parole services.

Number 6: I would hope that the educator would be available in the time of an emergency. We recently had a disturbance at one of our institutions on a Sunday night. One officer was nearly killed, a couple of officers were badly injured, and quite a bit of damage occurred to the physical plant. The situation was controlled and contained within an hour and a half after it started. But we were there through the night, early the next morning and through the next day. All of you who have experienced anything like this know that there is a certain tenseness that lingers on. You have to start easing up on the restrictions little by little to get back into the normal swing of things. People start asking, "Well, where is so and so?" Classification counselors were first mentioned. This was the next morning, and I guess the word was out that the place was under seige and buttoned down real tight, custodially. So a lot of these people just didn't come in and weren't available. I think a person who works in a correctional institution should see himself as part of the total institution. In time of emergency and in time of trail I think you should feel that you should at least be available.

Now I would be the first to defend the thinking of a treatment person, a rehab person or an educator who feels that the control of a mob in an institution is not his cup of tea. But at the same time, I think this type of person should be available when these things are happening. There are a lot of supportive services that are needed during and immediately after a disturbance or riot which the classification counselor, or the teacher, or social worker can certainly provide.

Number 7: I also look for a willingness on the part of the educator to work as a counselor. McCormack and his book on the education of the adult prisoner stresses very heavily the need for related counseling and social education as part of the total education program.

Number 8: I want active participation on the part of the education staff in pre-service and in-service training, total staff development. I believe it has been pointed out very clearly here at this University that a training officer first of all has to be a good teacher. I would think that the teaching staff of an institution or a department should certainly be able to contribute much to a total staff development program.

Number 9: Public Relations: Certainly this is a responsibility that we all have. But for the sake of all that is good in corrections, broaden your knowledge about the total institution and the department before you take on speaking assignments. We recently had an experience in the department in which one of our chaplains, a lady chaplain at our women's institution, appeared on the Today Show, a national network program. She made certain statements that we certainly didn't object to too strenuously. Most of what she said was very valid, even though critical of the administration. But the thing that we did object to was the fact that she had not bothered to acquaint herself with the total goal, even of her own institution; or the total plan; or what was in the works for the forthcoming fiscal year before she went on this network program and sounded off. So if you are willing to take on speaking engagements, whether it's on the Today Show or with the local PTA group, or the Kiwanni's Club, or whatever, take time to talk with your leadership and acquaint yourself with what is being requested in the budget and what plans are in the immediate future.

Number 10: I would also want a willingness or rather a desire on the part of the educator to become a special education devotee and pursue course work in special education. I don't think there is any question that when you are working with the confined individual, whether he is a juvenile or an adult, that you are in the area of special education to a large degree. People should recognize this. You can't move a teacher from a middle class or lower class neighborhood in the community into a classroom in a prison, or correctional institution, or a juvenile institution and have him just take up where he left off in the community using the same approach and the same techniques.

Number 11: I would expect a person who is comfortable with himself and with others, a tolerant person, a non-rigid type of individual. I would expect a fighter and this is kind of contradictory; I expect a comfortable guy and I expect a fighter all in one bundle. The trouble with fighters is that they don't tend to be too comfortable or too easy a type person. But this is what I would expect and hope for and look for. You have to be willing to stand up for what you believe in today or you're going to be out of business as far as any real effectiveness of your program is concerned.

Number 12: I would expect a few educators to go into the correctional field willing to test their administrative skills and potential. One of the best deputy wardens for custody and one of the best deputy wardens for treatment that I have known were both educators. I might also add that one of the best deputy commissioners for a department of corrections was an educator. So again, don't be hestitant to move from your specialization into administration. There are so many miserable administrators when one looks at the correctional field, that in some cases almost any change would be an improvement. So don't hesitate if you have an inkling in that direction or a desire that moves you a little bit in that direction; don't hesitate; take a swing at it.

Number 13: I would expect a person who is willing to look at his position as a correctional educator as somewhat of an adventure, and believe me as all of you will vouch, it is. This is a very adventuresome field we work in, the correctional field. I would expect to have him look upon his experience as kind of a modern day oddessy.

Number 14: I would expect him to be continuously aware of the need to sell himself to the administrative head. Now this can be misinterpreted. We all know what it's called if you want to be really nasty about it, but if you're able to establish a positive relationship with the administrator, whether he is your warden or whether he is the associate warden for treatment, or whether he is the deputy commissioner or deputy director of the department, or commissioner or director of the department: if you're able to establish a relationship that instills confidence in you as an individual, then the program that you present has a better chance of receiving the support which it needs from the administration. Now this sounds so simple. But I think that some of us ignore it. Above the level of the commissioner or director, the guy you have to sell yourself to is the governor. You have to set up a positive relationship there or when the chips are down you don't have the kind of backing that you need. There has to be some degree of belief and confidence in the individual that represents the given program regardless of what that program is if he wants the support and the reinforcement for his program.

And finally, from the correctional education establishment whether at the departmental level or in the institutions, I would expect the kind of operation that will be able to recruit the type of people that I have just attempted to describe. An educational establishment that is designed to function without an overwhelming degree of trauma to the administrative types in the surrounding areas. Thank you.

SESSION V

HIGHER EDUCATION TRANSITIONAL PROGRAMMING-- A LOOK AT OREGON PENITENTIARY PROJECT UPWARD BOUND

William Kennedy, Deputy Warden of Treatment, Oregon State Penitentiary, Salem, Oregon.

The real reason I was able to get away and attend your conference is what Henry Burns calls our 6 million dollar disturbance. We saved the industries, unfortunately. We have the largest laundry in the state of Oregon, and I would have cheerfully seen it disappear. It doesn't do much for training. The clothing factory is intact and undamaged, no one even scratched the paint. But the treatment department was almost completely burned out--classification floor, library, hobby shop, academic, and vocational areas. We did save the chapel, records office, and visiting room. Because of the fact they are behind a fire wall, the people just couldn't get to them. We lost all of our maintenance shops and part of our culinary area. We're presently awaiting the word of a group of experts who are contraducting a previous group of experts as to which wall is safe to remain, and which floors must be collapsed to the floor below so that we can put another beam in to brace up the floor above. Heat does marvelous things to structural steel. So it is entirely possible that we will simply bulldoze some of these areas flat and rebuild in another area. Therefore, I am most interested in visiting some of your institutions and observing some of the programs, hopefully avoiding some of the errors committed by previous architects. When the errors are committed to 18-inch concrete and reinforced, they are very difficult to change. We would like advice and assistance before we make some move that will probably last for fifty years.

We also had some questions about the heroic actions of Upward Bound students during the time of the riot. Rather than answer this ten times, I'd like to explain it to all of you. There were 27 students and 5 staff members on the fourth floor of the treatment building at the time of the riot. One of these, Francois Garee, 4 feet 10 inches, 95 lbs., the French teacher at the University of Atlanta, is not exactly the type to be in the middle of a riot. They decided that it would be best to stay upstairs when they heard the disturbance downstairs, so they switched locks on the gate to keep those who had picked up keys from the control officers from being able to get in. Unfortunately, they were not in on planning of the riot and as far as we can determine, there wasn't any plan. It sort of happened and then it grew.

We identified thirteen leaders who had certain definite objectives, but no plan after the primary goal. All blocks lead into the central control center. Once they attained control of the control center area, they had the blocks. They didn't know where to go, but somebody thought, well, now is a nice time to burn up all those disciplinary reports and unsatisfactory work reports I'd been getting. So the people dragged mattresses up into the classification floor and put them into the offices and rooms. So they burned the classification floor. By that time the people who were upstairs couldn't get downstairs, there being only one stairwell. It was approximately 3½ hours before we managed to get them with a ladder truck by extending over the wall. On that side we had tool steel bars which take a little longer to cut into. Their feet were getting warmer and the atmosphere smokier. Eventually they came down and were housed in the basement of the administration building.

No one did anything to harm staff, but then again no one did anything to help staff. They were primarily helping themselves. The rioters really didn't do much to them, so they aren't too concerned about participation. They have a ready out. If they did anything, people would complain that it is not within the confines of the inmate code. The people in the hobby shop were in the same fix, though they managed to saw their way out, by using hobby shop equipment, and got onto another floor.

As you are aware, Upward Bound is certainly not the first such program in the country. It's not even the first college program at Oregon State Penitentiary. We've had college correspondence courses since 1950. Sometime around 1954, the extension division of the State system of higher education started charging for them at $500 a year, and for the last 6 years, I have been budgeting $6,400 a year for tuition. We've had college classes in the institution since the fall of 1965. The extension division controls the extension classes and the correspondence courses for the state. They have some kind of a bookkeeping system in which two controllers don't speak to each other and so devised the method of punch card recording which won't record unless there is a fee paid. We didn't pay any fees and this confused the computer, in fact it is still doing it. As a result of our tuition payments to the extension division, we managed to obtain credit for classes taught by Oregon State University faculty.

We started with one man who next quarter brought a friend, and next quarter each of them brought a friend. At the time of the riot, I believe we had twenty college classes taught by Oregon State and University of Oregon faculty. Gaddis calls this my tin cup project because we don't pay them anything. We provide transportation by using a vehicle out of the University motor pool. We pay that, but nothing else. The professors primarily supply their own texts or they are donated.

Things haven't been going too well for donations this year. Last year we received about 8,500 books from Oregon State University. Our project "Books for Crooks" was later changed to "Prose for Cons", because some of the faculty objected. Then we had another project, "Give a Dime for Time". This netted us $350. But some wise acre on the campus this year was ahead of us and he started putting up signs, "Let a Crook Burn Your Book", and we're not getting many donations.

Upward Bound isn't the first Upward Bound project either. UBOPP is Upward Bound Oregon Prison Project. We have Upward Bound projects in five universities in the state. They have been in action for some time. It isn't even the first time for a project for an institution in Oregon, because people from Oregon Correctional Institution and Hillcrest School for girls have been going to the University of Oregon and Oregon State University during the three months summer Upward Bound Project for two years.

So since I have told you most of the things it isn't, let me then reorient you by telling you what it is. It's the only college project we know of in a penitentiary which offers a follow-up. This is probably its most valuable asset to the inmate. I will go through a few facts and figures with you and try to impress you with some of the benefits that accrue. If you have ever read the Upward Bound Guidelines, you might be confused as to how this could even occur in an adult institution. They use the word "youth" in at least every third paragraph and probably every second. But, at the time we are holding the conferences and writing a proposal, I suggested fifty as an excellent definition of youth. I happened to be 49 at the time. We put it in, and national headquarters said fine and that we might have to upgrade that in a year or two. Probably the logical thing for me to do is to abide by my promise and read a portion of Tom's verbage. I'll have to read it almost verbatim in order to get the full impact of the sociological wording.

> The purpose of the project is to demonstrate that an institution of higher learning (meaning the division of continuing education) working in cooperation with the state system of corrections can install and operate an education and regeneration program of the Upward Bound pattern in a maximum security prison. Specific target of this program is the provision of campus type college preparatory education to an O.E.O. appropriate group of 50 enrollees selected from the inmate population of Oregon State Prison. The program will bring the campus to the inmates rather than the inmates to the campus. Subject matter will be taught in the seminar type groups with independent study provisions. A change of attitude toward society itself is implicit in the outcomes of the program. The term rehabilitation is avoided. Inmate regeneration and change in self-concept through skilled group dynamics personnel in effectively presented subject matter to disadvantaged and deviant people is the basic concept of the program. The project will include an intensive concentrated summer experience and an amplification of gains during the ensuing nine months. This will include a continuation of seminar and group experiences, individual counseling, and provision of campus type events and experiences. Students will take secondary school subjects in the prison high school under Upward Bound project guidance. Provision is made for continuing education for those released together with maintenance during the fiscal period.

Rather than read to you the next five pages on how it was accomplished and who was on which committee, things of this type, I'll save it for you if you're really eager. I'll post a copy on the door of my room in the motel which you can check there this evening.

Inmates resemble the Upward Bound enrollee in characteristics of low self-esteem and a background of cultural educational lacks. Ninety percent of the inmates were school dropouts. Main differences are those of age, situation, and more socially recognizable deviants. They are confined involuntarily. They are older. They live in a situation where opportunities for maintaining their sense of self are minimal and their escape from influences which downgrade self-esteem are also minimal. They are in many ways more serious, motivated, and culture hungry than their younger counterparts outside. They have more time. They have less money. These are all requirements selected from the Upward Bound Guideline which is thick. If you're interested, write to Tom Billings, Washington, D.C. He'll send you a copy.

Another little section--We propose to bring parts of the campus to the inmate students. Deprivation levels will be reduced by periodic visits of consultants in important areas accompanied by panels of students. And let me tell you this does upset the correctional officer, especially the one who has been there for 20 years and never made sergeant. We have had the long hair, sandals, beads, beards, etc. This visiting of faculty and students will be a great educational gain, because it will inform the campus about the prison. Optimum subject matter experience within limits imposed by budget and personnel will be provided. Most importantly, we propose to make the use of the group methods for understanding and attitudinal change under skilled people.

It was assumed that raising the expectance level of the inmate without some provision for him to implement this expectancy is a dubious course of action. This is especially true of those who have committed a crime already, at least those who have demonstrated ability to translate agression into action. Provision is made, therefore, in this program to provide ways for the released inmate to continue his education. These may be inadequate, but they are important innovative beginnings and require a new regard. They will start new currents and channels; new vistas of development in the mind of the inmate and of the community.

The original budget which was $142,000 included something like $12,000 for tuition of people who were released which was used up in the first 6 months. DVR, tuition grants from colleges, work study program, MDTA grants, and a few other isolated contributions have increased this considerably. As a result, quite a number of people are presently enrolled in school.

I would like to include something on criteria for selection since they are part of the O.E.O. requirements. If you are interested in such a project yourself, you should know it. In general, these things include a poverty criteria and certainly the inmates do qualify there. Urban-rural consideration, there is to be a match of these in the O.E.O. project. We considered ours all urban, incidentally. We had family obligations which would not occur with the normal Upward Bound student. He'd be a sophomore or junior in high school and not too many of them have families. I don't know much about Arkansas, I have heard the story, but this is something we never consider on the West Coast. There must be ethnic considerations--there must be a match for race; GI Benefit preference (some of the people do qualify); length of the sentence (a scattering of lifers, but not too many); evidences of native intelligence; evidence of motivation; offense record; behavioral record; and school records. The criteria for exclusion are completion of freshman college or less than sophomore high school. Opiate narcotic addiction, aggressive, assaultive, or homosexual background includes practically anyone you would find in a prison. The selection was done primarily by sociologists and psychologists which raised a little doubt in the minds of prison administrators who always look with askance at sociologists and psychologists anyway. As a result, they came up with a rather odd group.

They had selected 153 inmates for interview. Out of this group, after interview by three people, they selected 67 whom they asked to be considered as Upward Bound students. The classification committee chopped off thirteen of them as being too devious even for psychologists. This left them with a field of 54 to choose from. Out of these they selected 40 students and 4 alternates. And so I'm going to bore you with a few facts.

For the 40 men average age was from 17 to 36; IQ from 80 to 140. One was first degree murder; three second degree murder; nine assault and robbery; six bad checks; five burglaries; four larcenies; two grand theft auto; two receiving and concealing; and three robbery. One each manslaughter, burglary, habitual criminal, assault, and forgery. Of the group, six were Negro, three Indian, and one Mexican. That's twenty-five percent some sort of colored.

Females present a little different pattern. First, we only have 50 females in the institution. If the judges in your state are as judges in Oregon, you probably appreciate the situation. We had nothing but rejects from one probation after another, after another, after another until the judge's patience was finally exhausted, then he ships the woman off to the penitentiary. There's not much to choose from, so it was quite a challenge to the selections staff. Of the ten, ages ranged from 19 to 44; IQ 91 to 120. Three were committed for forgery; two for bad checks; one larceny; one perjury; one narcotics; one manslaughter; and one assault and robbery. The female assault and robbery was a truck driver. Log truck driver that is, and that means a real truck.

We felt they really selected too many losers and not much would ever happen. So I'd like to give you a few statistics in the way of evaluation. We have one woman attending Forest Park Community College in St. Louis. That's the closest to this area. There are six at Portland State College, two at the University of Oregon, two in business schools, and one at Oregon College of Education. Of the 50 individuals--40 men and 10 women--24 have been released in the period of a year. Some were only in the project for a few months. Eight of them are considered failures. That's only one-third. Of the eight, four were work release or parole violators and were returned to the institution. The other four have not committed new offenses, but they haven't continued in an Upward Bound project or attended school, so they consider them as unmotivated and in their minds a failure. If they don't come back, we're just happy. We call it success.

I don't know if you are acquainted with work release, but in our area the individual lives in a city or county jail and goes to work in the daytime. In this case, they go to school in the daytime and come back to the jail at night. This doesn't work too well because most of the jailers are not high school graduates, let alone college students, and they're a little resentful. They don't understand why anybody should have to read a book, let alone go to the library and look in one. And it's pretty damn difficult to go to school and not be able to go to the library at night. As a result, we don't consider those work release people who returned really failures. Of the 24 who are out, 14 are still in school. That's 60 percent of the people who were released by parole, discharge, or work release. Far better than the average we ever expected. We were hoping possibly for 10 percent. When we saw the list of some of these characters that were selected, we thought maybe 5 percent. I don't know. They get a fair income, they have a place to live, they are respectable, and who knows they might make a living at it some day. They're a little wary of education, but they're willing to try.

Some are more outstanding than others. We have one girl at the University of Oregon. Her parole officer told me three months ago that if Rosie ever makes one quarter at the University, the sun will rise in the West, and it certainly must have last week because she made a three point. We have a full-fledged psychopath (twenty-five years for armed robbery) at Laney Community College in Berkeley. He is now chairman of the student cultural committee. I keep wondering what in Heaven's name goes on.

There's a six months' report written by an inmate committee. Every Federal project has committees, I'm sure, but in an O.E.O. project, they have committees for committees. Everybody has to be on a committee, because if you aren't on a committee, you're deprived. And you can't have deprived people on a project. Naturally this makes prison personnel a little unsettled, because prisons just don't have inmate committees. We call them all sorts of things--advisory groups, conceptualizing groups, and so on. This is a report from a committee for committees. Since the minute hand has gone behind the hill, I won't read too much of it.

> This project, unlike so many others inside prisons, does not stop at the front gate. It follows the student to the outside into and through colleges. It will see that they have academic advice, personal counseling if necessary, a place to stay, and other basic needs.

Personal counseling, believe me, is number one. When these people, these Upward Bound students, are released on parole or on work release, Upward Bound has somebody at the front gate to meet them. They didn't do this one time, and they've been embarrassed ever since. Somebody has to take them to the school and show them where things are, what line to get into, what form to fill out when, where you drop the slips. The inmate will take one look at the line and run down to a tavern or someplace else, and you won't find him again for several days until the State Police phone.

The finances come from different places. Some from the school-work study program of 15 hours a week, some from an

O.E.O. grant, some on 3 percent loans from schools. Now we're using NDEA, DVR, NDTA, and tuition grants from various schools. There were many problems in the first six months of this program and some of them could have been avoided.

Guidelines should be well defined and should be understood by all participants and not just by the staff members. The inmates in their naivete think the staff knows what they're doing. Every organization has its own guidelines. O.E.O. has a booklet of guidelines. DVR has their guidelines and requirements. Work release, which is a part of the Division of Corrections, has their guidelines. These people have to get together concerning one individual.

We have all sorts of arguments over who gets to wear the white hat. The prison itself gets the blame, because two agencies can't agree on housing in a particular jail, attending a school in a particular area, or employment of a certain type. One of these individuals along the line could shake his head no, and that collapses the whole thing. But the inmate doesn't know that. He points to his counselor or at the prison and says you people know what you are doing for me. So it's really much more frustrating for the staff than it is for the student.

The staff recommend reading and study labs as first steps to the program since most of the Upward Bound people have not previously been in college classes. They realize this need almost immediately. They need courses on how to study; courses for improving reading and motivation. First, motivation to learn as much as possible in the time available. Number two, how to get along with your fellow man. I think they sum it up fairly well. A person who has a good pleasing personality is of no use to an employer if he can't read and write. If he has only a high school education, he can never hope to be a professional businessman. He has to have both formal education and be able to socialize.

For a group of convicts that doesn't sound too bad. They complain bitterly about the leadership by which they mean domination. Not only domination by the people who are supposed to be guiding them but domination by other inmates within their group. This has certainly released pressure on some of the penitentiary staff, because it gives the inmates somebody else at whom to make noises.

In that area we do appreciate it, but the relationship between the inmate and the correctional officer and between the correctional officer and Upward Bound staff and between the Upward Bound staff and the prison education system gets a little confused. It leads to resentment and the guards are saying well how do I get a free education for my kid? Do I have him write a bad check and come up here and get a number? And then we have some inmates who are a little little less than diplomatic. A few months ago, one of the guards was very proudly telling a group of inmates in the cell-block that he just completed the first quarter of sociology and had a grade of C. One of my boys piped up and said you must be pretty stupid. I took sociology last quarter and got a B. This doesn't lead to any happy rapport.

One thing I should drag in is something about the future of the project. Tom originally asked for $75,000. He figured that would buy the whole prison practically. Then when he learned about budgets, indirect costs, and financial agreements with institutions of higher education which immediately whip off the top 30 percent, his estimate kept growing and finally he ended up with $142,000. So much burned during the fire that O.E.O. sent $57,000 last month to replace equipment and also provide tuition for people who will be released from the institution to universities during the summer. They're presently awaiting the word on a grant for $230,000 next year. Along with this comes the package of $90,000 MDTA's to provide training in technical schools in the area. The major proposal is about a million dollars and nobody knows yet where to spend it.

Mrs. Richardson in New Mexico has a proposal in to OLEA for a grant to some institution in New Mexico. Tucker Farm was mentioned as another logical place. Minnesota, I'm told, has some tentative proposal, as does Ohio State Reformatory. I don't know how true it is, but these are the names that come up. But currently O.E.O. has money for a project. They're just waiting for someone to write the proposal. So if you'd like to learn how to write a proposal, I'll hang this on my door and you can copy it and take it home. Maybe you can send it in for $100,000. Start your own project. If you're interested, contact Dr. Tom Billings. He's National Director of O.E.O., Washington, D.C. Dr. Richard Frost, the Foreign National Director, has returned to Reed College. He again can help you in preparing proposals. Any questions? If anybody has anything more to ask about the riot, please do so now, because I've been trying to forget it, and I'd like to get it all over with at one time.

Panel Discussion

Chairman:
Henry Burns
Center for the Study of Crime, Delinquency and Corrections
Carbondale, Illinois

Panel:
Max Frye, Warden
Menard Penitentiary
Chester, Illinois

Isabel H. Gauper, Superintendent
Missouri State Correctional Institution for Women
Tipton, Missouri

Charles F. Harris, Warden
United States Penitentiary
Marion, Illinois

Stanley A. Macieiski, Warden
Illinois State Penitentiary
Vienna, Illinois

Ronald Studebaker, Social Worker
Wisconsin Correctional Camp System
Madison, Wisconsin

John W. Wingo, Warden
Kentucky State Penitentiary
Eddyville, Kentucky

Henry Burns: We are pleased with the many excellent responses from our participants. We will do our best to approach all of the questions which have been submitted to us. At times we have combined several related questions into one main question. Now let us proceed with the first question from one of our workshops.

Question from Workshop Sessions:

"WHAT IS BEING DONE TO IMPROVE THE ROLE OF EDUCATION IN THE CORRECTIONAL INSTITUTION?"

Charles Harris: I think possibly the biggest step we've made here in the last two years has been being involved with the community . . . getting out and taking advantage of the total resources of the community. We should really be getting out there and introducing inmates back into the community, bridging the gap, and taking advantage of situations that would be most resourceful. We must recognize these as being the most useful in our institutions.

Stanley Macieiski: My comments deal with the Universities and corrections. I can foresee an optimistic future in which we do have buildings on campuses that are staffed by the counselors but the entire building will be inhabited by inmates who are full time students.

John Wingo: I might add one thing that we've done. It is a cooperative thing with the Department of Vocational Education, the Department of Vocational Rehabilitation, and the Department of Corrections. We are building a complete building and staffing it with instructors, counselors and social workers, and these follow-up people in the community that Mr. Harris mentioned. These boys are screened, tested, and after they've completed their training, they might go on to college. We have a few of them in college now who got their pre-work in the institution. They have completed high school or some other pre-course, then they are placed out in the community, maybe in trade school or in college. There is money and we assist them with a place to stay and assist them with guidance and counseling while they are there. We see them on through and get them employed and engaged with the Half-Way Houses. It is on an individual basis. I think it's one of the greatest things I've seen in general educational development in our state, and probably it's about as good as any I've seen in the country.

Max Frye: I recently attended a convention. One of the things that I learned was that the follow-up has not been good in correctional institutions when a man is released. I am very much convinced that this new program, this community setting where the man goes out prior to release to the community center is good. But before this he is trained for a certain job, and when he gets to this community center, he is put onto the job. He is paid the same as the man who is next to him so that he can help to support his family and his children. I think this is one of the coming things, and I think it is a very good program. I believe the State of Oregon has had this in effect for about six years. It has proven out very well. I know some of the other states are picking it up. Half-Way Houses in Illinois are just getting off the ground, and I know that it has worked really well over at Dismus House. I am more acquainted with that than any other because it is close to Menard. They have had very few men return to the penitentiary. When I think of Menard people that were there, I can only recall two since it was opened. I think that is a very good percentage.

Ronald Studebaker: I think that when you handle juveniles you find they have a very high return rate. One of the things we were able to do a little more about is the cooperation with the federal, state, and local level government. This is true particularly in the area of vocational training. Of course, I think something good here is the fine example of using programed learning and various other new methods. In response to some of the people here, we need to continue to use innovative programs and try new things. A lot of things we've tried haven't worked but there are a lot of things we will continue to try. Some things will continue to be frustrating for everybody. Research is one thing that bothers me a little bit. Maybe we don't really evaluate. We don't have good research to evaluate what we are doing. We don't know what is effective. I think we know too little in terms of research and what we are doing.

Henry Burns: Thank you, panel, for your interesting comments. Here's another question from one of our workshops.

Question Two:

"WE'VE BEEN HEARING MUCH ABOUT COLLEGE PROGRAMS INSIDE THE PRISON.

(1) IS THIS A MAJOR IMPACT IN THE AREA OF CORRECTIONAL EDUCATION?

(2) DOES IT SERVE THAT PART OF THE POPULATION THAT NEEDS HELP MOST?"

Isabel H. Gauper: I would like to say this. I have very, very few girls who would not be able to get a job without a college education. I have very few who do have any interest in a college education. Once in a while we will get a girl in our department who has a real interest. We try to help and are very, very cautious, but I suspect women of that age are usually high school drop-outs. The high school drop-out can get a GED, but usually won't go much further. As far as my business is concerned, I would say that they are normally, generally good workers.

Stanley Macieiski: First, I think the educators themselves agree that we do not have the facilities in these prisons; we do not have the libraries; we do not have the research materials for a college education inside of these walls. I think there is a place for college classes inside the prison walls. But when you try to take and put a two-three-or four year college course inside a prison, you run into difficulty. That's why I keep insisting that it will not be too long before you find that every state will find some campus and locate a building to hold their people. You're not dealing with over one percent of the total population that are college material. They will be sent to these buildings on campus. There they'll be given an opportunity of a college education. You're only involving a very small number of people who benefit from this system.

Charles Harris: I know my institution has a very extensive college program. I wish I could explain it to you. However, I just arrived at Marion and couldn't walk out that door and find the institution. I guess we have the most extensive college program at Marion, thanks to Southern Illinois University, of any institution in the Bureau of Prisons. I know while I was at Ashland, we had a couple of boys in the Junior College there. The fact that their parents had to pay the tuition is just one of the pre-requisites. I remember this very well because I keep waiting on the auditors to make a visit there. We had one boy that was enrolled there. He had a tragedy in the family, and he couldn't get his tuition paid. There is a really generous award or sensible award we have in our federal systems. You get this award by catching a man who falls off the water tower or something like this. So we figured some kind of a scheme to get this guy to earn an award to get him to school. We're going to take full advantage of everything we've got here that's available to us.

Max Frye: Just to give you a little example of what's over at Menard, our population is over two thousand; and out of the two thousand there are about fifty in our college courses. I think there are about eight courses going on at the present time.

I might add that we have a new facility over there--a $750,000.00 building. We moved into the building last year and at the present time, our college courses are held there. There are also nineteen new clinic classrooms in this building, which has been a big asset as far as I am concerned,to the institution.

Henry Burns: I think the panel members are pointing out many interesting programs. I see that a participant from the audience would like to ask a question. Will you give us your question, please.

Question:

"MY NAME IS CHARLES ROBINSON, AND I REPRESENT THE STATE OFFICE OF EDUCATION AND THE DEPARTMENT OF ADULT EDUCATION. I DIRECT THIS QUESTION TO MR. FRYE AND MR. MACIEISKI: I WOULD LIKE TO KNOW WHAT EFFORTS ARE PRESENTLY BEING MADE IN THE ILLINOIS DEPARTMENT OF PUBLIC SAFETY TO ENLIST THIS MULTI-AGENCY APPROACH THAT'S BEEN ELUDED HERE VIA YOUR TESTIMONY."

Stanley Macieiski: Speaking for Vienna, we at Vienna are becoming involved in any way with any agency we can. Southern Illinois University Adult Education, Manpower, you name it, we are involved.

Max Frye: We have the same approach; we have a very close affiliation with SIU. Professors are coming to our institution every day of the week. You know the type of prisoner that is coming into the institution today. I feel that the Army and the colleges have the cream of the crop. Anybody that wants to work has got a job, and we're getting what's left. So when it comes to adult education in these prisons, we're not getting the type that we had even five years ago or especially ten years ago. That's why out of two thousand men, although many men want this education which is available, when they're screened by these professors at SIU we only come up with fifty that have the grey matter. I don't know what the answer is . . . I feel that we are getting 100 percent cooperation from Southern. We had our first night class in this last semester. We hope we're going to have another night class in the next semester, which will probably be in diesel and auto mechanics.

Henry Burns: We can appreciate your perspectives, gentlemen. Now let's return to the workshop questions.

Question:

"WHAT SHOULD BE THE ROLE OF THE CORRECTIONAL EDUCATION AND DOES IT INVOLVE MORE THAN JUST CORRECTIONAL EDUCATION, AND EDUCATION IN THE INSTITUTION? WHAT SHOULD BE OUR GOAL? WHAT ARE WE GOING TO DO WITH THESE MEN TO HELP KEEP THEM OUT? WHAT CAN WE DO HERE TO MAKE THE PUBLIC AWARE THAT THERE ARE TOO MANY GAPS?

Stanley Macieiski: If education doesn't come up with the answers then us poor old Wardens must deal with whatever you come up with. Find a solution, and we will use it.

John Wingo: I think one answer has been these community based programs you mentioned and the restoring program that I mentioned where you follow them on into the community. You have your counselors and your social workers and your money to help him get along in the community. This is one answer. I don't think anybody has all those answers or we wouldn't have any prisons.

Isabell Gauper: I am not here to be asking questions, but how many of tne inmates will accept this counseling and help once they get out? Is there anything teachers can do in their relationship with the inmates which is different than the custodial authority. The educational people should be convincing these people that they are going to help them.

Stanley Macieiski: We contend that we have a professional inmate. If we go out and do for him, we don't feel that he is going to return the thanks, but we admit surpressing these inmates. If we do this, then that will account for some of our returnees. See? They have everything.

Henry Burns: Here's an interesting question for our distinguished panel.

Question:

"ARE WE REALLY KIDDING OURSELVES WITH COLLEGE PROGRAMS IN PRISONS WHEN FIFTY PERCENT OR MORE OF THE POPULATION ARE BELOW THE SIXTH OR SEVENTH GRADE LEVEL? WOULD IT BE MORE PRACTICAL TO HAVE VOCATIONAL TRAINING?

Max Frye: Why not have both if your institution merits it? I feel that we've got a good vocational training program. At the last few seminars that I've been to, it seems to me that there is more stress in different states on the vocational program than the academic program. This is based on the type of prisoners coming into these institutions. Some of them don't have the background to take an academic course. If you teach him something in the vocational trade area, then he can follow it up when he gets on the outside. Just yesterday, as I left this seminar, I met the parole agent from Quincey, Illinois. He brought back a prisoner who had been in barber school at the Menard Penitentiary; received his license; and was in one of the best shops in Quincy. This is his third time back. I don't know what the answer is. I asked the parole agent. I said, "What has failed on this fellow this time?" He said, "Oh, everything. He didn't stay on the job; he would miss two and three days. He got to running around with the women. He got to drinking. He just doesn't care." Well, this type of person is the person Warden Macieiski spoke about. I think he likes it there. But I do feel that if you can teach a man something with his hands, a trade of some kind, then the failure is in the follow-up. Too many of these people are released with a vocational trade of some kind. When they get out, there is nobody that follows up on this. They're forgotten about and the first thing they do is go back to their old trade. Then we receive them back in the penitentiary.

Charles Harris: I guess the greatest challenge we have today is to get people out with marketable skills. We ought to have everything that we possibly can have. I recognize that there is no one program that can be the answer that can take care of all the correctional deficiences that we're faced with.

John Wingo: You might add this, too. We have some people outside that are a little bit wild and mixed up. I don't think all of them are inside.

Henry Burns: Those were some very perceptive responses. Here's another interesting question.

Question.

"WHY ARE NOT MORE TEACHERS PERMITTED OR ENCOURAGED TO ATTEND THIS CONFERENCE: AND WHAT ARE YOU, WARDENS, DOING TO ENCOURAGE YOUR EDUCATORS TO COME TO A CONFERENCE SUCH AS THIS? COULD YOU NOT DO MORE?

Max Frye: I can be proud. I am going to ask everybody from Menard to raise their hands. How many have we got back there? One, two, three, four, five, six, seven. I think some of them are skipping. I do feel that Menard through the years down here at SIU has sent all of the teachers that want to come and all the vocation instructors that want to come.

John Wingo: I think our answer, Mr. Burns, is strictly money. I don't know whether it was just an excuse or what, but that is what we were told. I came down here today myself; Mr. Egbert came with me.

Charles Harris: I would like to mention that from Marion we have twenty-three people registered, so I think that we were more than adequately represented here; more than adequate.

Isabell Douglas: I think we are very well represented as far as the educational conference is concerned.

Al Bennet: Travel has been adversely cut off or curtailed a great deal, probably from the top office of each state. Mainly the top office, so I think that answers a few of the questions. I think most of the men here were curious. This is an opportunity to send your educators down here to learn what other educators from the other states are doing.

Henry Burns: We all have problems and many of them are related to a scarcity of financial resources. Here's a question that frequently is asked but seldom effectively answered.

Question.

"CONSIDERING THE EMPHASIS ON COMMUNITY RELATIONS AT THIS CONFERENCE, WHAT IS THE RELATIONSHIP BETWEEN TREATMENT AND SECURITY? WILL SECURITY CONTINUE TO BE MORE IMPORTANT THAN EDUCATION IN THE EYES OF THE ADMINISTRATORS?"

Charles Harris: I knew an officer one time who made a statement: You never heard of an employee losing his job because he had failed to teach someone. On the other hand, a lot of people get into trouble because they lost an inmate. I guess Bobby Holiday has made the public pretty aware and sets these demands up as to which is the most important. Quite frankly, I like to think of custody as treatment. Actually, they could be one and the same, but we shouldn't have this tradition because basically they are both legal. If you have good custody, you should have good treatment right along with it. I think sometimes that we've built this up out of proportion by having islands within our institutions. On your part, as a department head, you ought to know now to get along with other department heads. We encourage such things but here again, let's kick out this breach between treatment and custody. We need to be one team.

John Wingo: Mr. Egbert has about 150 inmates enrolled in vocational programs and academic programs, and I haven't heard of us losing one in these vocational training programs. I wish we had 500 to 600 enrolled in education and training. Then you wouldn't have but maybe 200 sitting around idle. I can't see that there's any problem there at all. Of course, I've been brain washed by education in the past.

Stanley Macieiski: I think the answer to that question lies in the commitment process. We need a change in our commitment process so that they do not instruct us to keep them safe and secure.

Isabell Douglas: Whenever we had a girl leave an educational program, we felt that we would not see her return. And we never, as I recall it, have had a girl in the education program go over the fence.

Henry Burns: Well, these responses leave us with something to think about. I see that another participant from the audience has a question.

Question:

"LT. MASON: I WOULD LIKE TO KNOW WHAT THE PANEL THINKS ABOUT THE ROLE OF THE ADMINISTRATOR IN THIS CHANGE.

Les Hines: As you all know, I am an educator, but I am also a security man. Randolph invited me to set up the Menard school system. The first thing he told me was, "Remember this is a maximum security institution and safety comes first." I can truthfully say that security at Menard, lieutenants, guards, correctional officers, or whatever you want to call them, has given us its complete cooperation. I remember Warden Macieiski. He talked to me, and said, "Remember one thing, when you lose your authority, you lose your efficiency."

John Wingo: I believe, Henry, this was a question of what can administrators do? Well, I think they can give assistance in backing the education and training programs in the institutions. If a man needs to learn something, needs to improve himself, give him a chance to attend school. Maybe it will jeopardize the cooking over in the kitchen or maybe it will jeopardize the farm work out on the farm because he can be trusted. But if the man needs training and education, I think it's our business to see that he gets that first. He is going to have to go out into the community and get along. If the education and training program would assist him more than the work program in the institution, I think we should see that he gets it.

Dr. Johnson: We have two classes of people attending here and I assume we all come to these institutes, should you say, to get our batteries charged. One group would be the group that I represent. We tell you people what you all can do without having to go out and carry out these plans. Then we have our other group that comes in here to gather and exchange information. If you look at this thing rationally, I think the point about what percent of our inmates are interested in college and really ready for college raises a very important question. Many of the inmates in our college programs really ought to get high school or even ninth grade proficiency. We are entering into new opportunities, and I would like to give a message of hope to those of you who are involved. There is a major movement going on in which many of the things that we didn't think were possible before can be accomplished if we are flexible enough to take opportunities. Now the college program, I would like to point out several things about this. One is, if you have college programs, it draws on a body of people in the community. We are interested in doing something. If we went up to Menard and got names of the college people who are participating, we could find that they aren't doing it for money. I have a hunch they are getting paid peanuts, if anything. They're doing it because they are interested. And they go out and they are very concerned about these people and these are very important people. They are opinion makers, and they are intelligent. They are going back and telling people; giving a different image of what the prisons are like, what inmates are like. This is not unimportant. The other thing is that I think a college program is like a time bomb. It creates problems for administrators to which they have to adjust. During the course of this, by meeting with these problems, they are beginning to have a notion of what we are talking about, this exchange of ideas. This is our real problem. We have prisoners who come in out of entertainment. By taking a college course, they get a chance to talk to somebody, and maybe talk back to somebody. They get a different response than what they were getting in a strictly correctional setting. A lot of these people, because they are able to communicate, create something new.

Now when these people come to college, what happens? Many of your colleges will not accept these people. "They know they've got a record." These colleges should put their money where their mouth is. They say, "Why doesn't someone do something." Then when these students arrive on campus, we've got administrators and highly motivated intellectuals who suddenly face the problems. A situation exists something like we talk about civil rights, but when a Negro wants to move next door, it's an entirely different picture. Students come in with high aspirations. They say, "Give me my college diploma. I need this to get ahead in life. I'm Christian, I'm a nice fellow, so you've gotta' give me my degree." And so there are low standards. They're not qualified to accept the college program.

This is what is emerging in the colleges today. You're back to the same realistic problem, just like in setting up a college program, and giving it a name. This isn't solely the college's problem. You still have to cope with it, and I think the most hopeful sign about the college program is that administrators are facing these kinds of problems instead of going back to the older ways.

Isabell Douglas: We do invote various community groups and different organizations to come to our institutions. The inmates may take the groups through. We have been noticing a change in our employees. As we have new programs and the girls progress, the employees are beginning to say, "These girls aren't so bad."

Henry Burns: I feel very humble when I get with a group of people who have had a length of experience, such as this group up here has. I think if we added all of these years of experience up, it would come to an astronomical figure. I've been around this business only a short time, but I have learned a whole lot. One of the things that I have learned in going to different conferences and then later going to the scene at some of these prisons, is that the difference in what is described as accomplished and what actually exists on the scene is strange. And I think that we still get hung up on the things that we are doing and forget the things that we are not doing. I don't want to throw cold water on what anybody has said here, but we need to stop and think a little bit about what is going on around us. That President's Crime Commission Report is important. I urge all of you to sit down and read that--beg, borrow, or steal a copy of it. Then use some of the information it contains.

Henry Burns: We will address ourselves to one final question.

Question:

"RESEARCH IS A PROMINENT ISSUE TODAY. WHAT CAN WE DO IN TERMS OF RESEARCH?"

Max Frye: One thing we are doing is starting a new library. We spent $20,000.00 in the last few months. It's a bit of help, a great bit of help. This is only a drop in the bucket. It reverts back to where is the money coming from.

John Wingo: I really don't know much about research, I'm afraid, but I do believe there's been a lot of research done and a lot of information available. I remember Les Hines saying out there a while ago that they knew they needed a library at Menard. They had made a research study of it's needs, but Les still can't get any money to build a library. I think we need these community based programs; we need high school programs; maybe a few college classes; good vocational training programs, but we need some money to do it. I don't know . . . research confuses me. I think because I'm limited in my view, and I guess there's different kinds of research. You can research a group of kids or a group of students in a class or inmates in a class; but this high-powered research you keep talking about gets so involved that some of us don't even know what you're talking about. I do think that if we follow what we do know, if we had the money that Warden Frye mentioned, if we had the staff, if we had the follow up in the community, we could do a heck of a lot without too much deep research being done.

Henry Burns: The heart of the matter is the question, is this research for this Warden so he can plan a better program and have a better lot for the inmates, or is this research that will further the understanding of a segment of the population that exists in the university? Now I'm in the University, but I agree with Warden Harris and Warden Wingo. I don't know what this research is all about, but it is a part of the problem.

Ron Studebaker: I was just wondering about something. Maybe it's not what we are talking about, but a part of the problem is that we don't know how effective we are.

The kind of research we are talking about is researching the effectiveness of the programs we are involved in or researching the types of programs we could get involved in. I think this is one of the areas where we are really short. Really, the purpose of research is to see what we are doing.

Mrs. Kirk: I don't know, I think regardless of whether you're inside of the wall or outside of the wall, you're trying to be responsible people; and the method or technique that you use, regardless of whether we're parents trying to raise our children to accept the responsibility of life or training inmates, is not the important thing. We must see that it is different to do one thing and say another. We can't fool these people. We all cheat. Let's admit it, these kids have gotten along. We are trying to return these people to life regardless of whether they have made a mistake inside or out, whatever. Regardless of whether it's basic education, college education, or whatever it might be, we have to be very functional, practical, show them how, try to show them how they will be responsible people so that they accept it. They learn to accept it; that's why they are there. I think this is where we are going to have to start, regardless of where we are. Whether it's education in a private school or within the prison walls, we must be practical people, we must try to prepare these people to accept a life, wherever it might be. We must be realistic, this is something they will have to face. But we're going to have to get down to brass tacks and try to get some guidelines.

Mr. Burns: I think what you're saying is that we need to get back to the basics and think about them instead of middle-classed values and high classed values . . . human values.

I would like to thank the distinguished members of our panel and the participants in the audience for an interesting session.

CLOSING ADDRESS

Dr. Walter C. Reckless, Professor, Department of Sociology,
The Ohio State University, Columbus, Ohio

My address will consist of two parts: comments on recent documents prepared for the Joint Commission on Correctional Manpower and Training and a prepared (written) paper which I call "Community Oriented Education in Correctional Institutions".

First, the spontaneous comments from the findings of the Joint Commission. I am looking at a chart which is called the Correctional Institution's Dilemma. Here we note the separation from community influence and community opportunity--a real problem of isolation which faces most correctional institutions. Staff becomes isolated in this process. We frequently find also excessive reliance on physical restraint in our correctional institution; an encrusted caste system between inmates, guards, tower officers, still higher staff; regimentation of staff and inmates; limited activities; and a bureaucratic administration.

I am now looking at another chart in the Joint Commission's documents. Here we find Older Models and Older Approaches, which include the military model of organization and the self sufficiency of all programs in the institution (isolated from the community). Then attention is called to emerging models, such as "social systems" thinking and collaborative relationships between all levels of staff and inmates. If, for example, a staff member in the education program, a custodial officer, and an inmate would comprise a committee to handle certain issues and problems or to administer the prison newspaper, this would represent a collaborative organizational model. Mention is also made of the community integration of offenders, which includes not only pre-release programs and half-way houses but also includes educational and work release during the day or in the early evening hours. It is important for the inmates to participate in community projects and it is important for community representatives to get to know offenders: a sort of mutual faith and trust in one another.

Not only is it necessary to break down the barriers to community isolation, it is also necessary to overcome the so-called "sick model", namely, that the offender is a sick person--mentally or behaviorally sick. The latter concept builds up isolation from the main stream of life--keep the offender off somewhere, until he is cured. But how in the world can a person get cured of criminal involvement in isolation?

At this point, I am sure many worthy and workable practices can be catalogued: the use of volunteers, purchase of service, use of consultants, temporary employment out side the confines, full-time daily work release, trial release, home visits, conjugal visits, uncensored correspondence, etc. Such practices would open up our correctional institutions and would let the community in. Hence, there is need for greatly enhanced communication and relationship with community agencies, resources, and leaders.

All these possible trends call for much greater sophistication on the part of correctional administrators, who should have skill in management and leadership. We have witnessed many instances in recent years of prison management's failure to anticipate happenings and disorders within the correctional institution. One of the studies of the Joint Commission samples prison administrator's support for the idea of prison integration with the whole community. The findings indicate that the administrators support the idea and think it should be implemented. You and I know that these administrators are going to have a hard time implementing prison-community integration but the first step undoubtedly is to have the managers on the side of the idea.

I have come to the second part of my address which is a paper I prepared, under the title of "Community Oriented Education in Correctional Institutions".

Most of us would agree that correctional institutions should have a very close tie with the community. Most inmates will eventually be released. But the primary concern of correctional institutions is to release to the community a better human product than was received months and years earlier. If our business was mainly detention for life, on a theory of protective custody, to protect society against offenders, then our interests would have to center on efforts to prevent deterioration of the human personality and the human constitution by the ravages of time and the ravages of isolation. But our goal, more and more, especially in recent years, is to feed back to the community an improved human product which was temporarily removed for some overhauling and some modification.

Theoretically, all programs in a correctional institution--juvenile or adult, male or female--have potentiality for good feedback to the community, whether these programs be health, education, religious, athletic, vocational, clinical, or what not. Certainly, a pre-release program, where it exists, has in mind the orientation of the inmate to the community and to some of the immediate problems that he is going to face, such as cashing his check in the first saloon. Programs which recall the social reeducation programs also have a strong sense of adjustment to the community on the outside. Institutions which some years ago adopted a six-weeks course in moral or social values had community acceptance in mind. Group sessions or guided group interaction sessions are supposed to create insights which assist adjustments of the person to the outside world by using reinforcements of these insights from the major participators, mainly inmates.

Half-way houses for parolees or released prisoners are not only community based, but also are focused on strengthening habits of daily living in the community. Even work furloughs with daily going from and returning to the institution contain realistic lessons in adjustment to community living. This is also true where there are educational furloughs, whether for day education or special trade education on the outside or special night-school education in nearby community centers for adult education. The inmates go out and back.

We had a federal institution at Danburry, Connecticut at which Mryl Alexander, whom you all know, was a warden. One of the major scares at the time (early forties) was the fact that Alexander was permitting federal prisoners at Danburry to go out at night and participate in a trade-school and adult-education program in a senior high school in one of the nearby communities. The inmates went on their own, unescorted by guards. Practically all the staff members were startled and worried.

Work furloughs and education furloughs allow the inmates to go out and back during the day. They are still causing great raising of eyebrows in many parts of the United States. I know certain prisons that have rejected the idea of work furloughs as being absolutely too dangerous, in spite of the fact that they are on the edge or right in a large community.

Certainly, there are programs in correctional institutions which have a much closer reference to community adjustment than other programs. Almost any well-conducted program, which has positive impact on the inmate person (and by that I mean impact on his perception of himself) has value for adjustment to community life after release.

The positive impact of any program which focuses on community living or getting along with the outside world can be increased by fluid interaction between inmates themselves and a staff leader, especially a staff leader who allows growing interactions rather than places too many limits. The more free-flowing the interaction, that is, the give and take, between inmates, the better, just so they do not take themselves apart or take the place apart.

Community-oriented programs are also rendered more effective if they discuss or present modes of behavior in life situations on the outside rather than one-way rules on how to behave on the outside. The first pre-release conference I ever attended was at Chillicothe around 1940-41. When I attended one of these pre-release sessions, most of the discussion centered on one-way rules. This is what you do, so as to conform to the parole board regulations, as supervised by the federal probation officers. In the recent past, many of our pre-release programs have presented the hard line of rules and regulations to the assembled inmates. There are more indirect and more effective ways to do this now. For example, in our inner-city seventh-grade project for boys who were on the road to delinquency in Columbus, we asked them at one point to discover who had the reputation of being the best male worker on their city block and to find out what made people say that this fellow was the best worker. We suggested that they talk to the man himself, if this was possible. Then on the day of this lesson plan, the students put their findings about the best worker on the board. With ten or twelve of the best workers on the board, the model of the best worker began to make itself clear. The model became clear to all the twenty-five to thirty boys in this special project class.

The point is that our project teacher did not moralize the virtue of a good man in the slums. The boys found their own model--a model which was self discovered and not jammed down their throats by a teacher. Such models have a good chance of being internalized and being fed back into community living at a later date. This is the moral of the self-discovered model, whether you discover in interactions in a group-session class or you discover it as our kids did who were free to go home each night.

We must get material inside the person that will be retained. How do we inject inner-self discipline, inner-strength, self-concepts that will guide? This is the problem of education. The self-discovery model, whether you get it out of your own experience or your group-session interaction with others, has a promise of being followed more than an authoritarian list of rules. "Look guys, you are not supposed to stop at that bar; you're supposed to get home with your going-home money." This is the authoritarian model. How do we get men to discover this on their own and make it a part of themselves? The trouble with us teachers is that all we can do is to develop an idea. We hope we can get people like yourselves to try it out and find a way to get the offender to accept it and feed it back in his daily life.

In community-oriented programs for re-education, subject matter is most effective when it is pitched on a concrete case basis. This is the jam that one parolee got into. This is the fix which one employee had to get out of. How can a guy keep from cashing his check in a saloon on Friday afternoon? How do you solve the problem when a parolee's daughter avoids speaking to her father when he returns home from prison? How do you handle this?

Most closely related to the development of models in community-oriented programs and institutions is a buildup of acceptance of reasonable limits on the outside, limits the inmates develop themselves. How do you put the sixth beer down? How do you stop with the fifth one? How does a guy get to work on time? How do you avoid fellows that will get you into trouble? How do you make your money last until the end of the week or pay day? How do you keep from overbuying on credit? Acceptance of reasonable limits, as models that are internalized, is a big assist in community adjustment. It is unimportant which part of the program of education includes models of reasonable limits. This can be presented in a classroom, in group session, or in pre-release discussion.

Acceptance of reasonable limits is a big assist in community adjustment. It is one of the biggest items in self-containment. The extreme illustration is the food limits the diabetic has to follow if he does not want to take insulin. His doctor allows him to go along in life without insulin. But he has rigid limits to follow--much more rigid than any of your inmates will have.

How do men make constructive use of their leisure time? How can you get this across and get it into model form and get it inside, internalized, so that it can be fed back? Can inmates work up some ideas that the average working man should follow? Because they are projecting it on someone else, you have a good chance of getting it internalized.

How can a guy learn to like his job? How can he do this, how can he do that, how can he do the other things? The concrete topic and other applications in the area of how to get along are endless. But they can also be made vivid self-discoveries. Much of the effectiveness of concrete topics for self-discovery depends on the proper stimulation and reinforcement of the group leader who is conducting group sessions or discussion sessions or any kind of group session in the prison situations. It does not matter whether it is in the school room or whether it is in the vocational shop, or in the gym. It should be the same kind of stuff: unstructured give-and-take participation in periodic meetings of a group of inmates over a period of days or weeks. It is a reflection on the ability of the staff member when he is able to trigger discussion, suggest timely topics, and to direct discussions in an informal way. He must not take over the discussion. He should be in the background, to move it along.

The first group sessions in which I participated were the ones at Highfields, New Jersey. "Now boys (they met every night at seven o'clock, twenty boys in a circle), tonight we agreed to discuss whether Joe Blow is ready to go home." I heard all kinds of things. "No, that blankety blank so and so is not ready to go home. Well, you know, every time his old lady comes and brings him socks, he gives them away. Every time his sister comes and brings a cake, he chops it up and flushes it down the john. He ain't ready to go home, I'll tell you. He ain't ready."

Whether or not this was too forceful, it is a strong model to see yourself reflected in the eyes of others. Can the boy develop a better image of himself than he has made on others. Whether the image he created was made because he wanted to be a tough guy in the eyes of others or whether he wanted to be a complete he-man and thereby reject Mom and Sis. Whatever the motive was in back of this, he had a model in mind. These young inmates in group sessions at Highfields did change the models of one another. They were at it every day for an hour each night, voluntarily; they did not have to attend. The Highfields guided-group interaction has been imitated else where. The concrete topics and down-to-earth applications in the area of how to get along are endless. But they have to be made vivid self-discoveries.

Give-and-take participation in unstructured but periodic meetings of a group of inmates over a period of days or weeks is a reflection of the ability of the staff member to trigger discussion, suggest timely topics and to direct discussion, when necessary, in informal ways. One should not overlook the fact that the staff leader of informal discussion groups can operate at any point in the shop, the repair room, the chapel, the school, whatever. The group leader of informal groups needs to develop a sixth sense of when to intervene, when to turn the corner in discussion, when to commend or to complement, when to umpire and referee an argument or strong differences of opinion.

Finally, it should be pointed out that the staff member of community-oriented educational programs needs to play the role of the most significant other in the lives of the inmates that he is teaching, whether as a case manager, which can be done through reduced case loads for probation officers or parole officers, or as a project leader, at any point in the institutional program. This means that he is liked and that he is accepted.

For example, at our boys' industrial school (Ohio), we tried, in one project several years ago, to get inmates at the point of release to state what they had received from their stay in the institution. Among other things, we asked them if they were going to write anybody, or going to come back to see anybody on the staff. If so, who was it? If they would write somebody or come back to see him, they have in all likelihood internalized a concept that says "I don't think I'll do such and such, because Mr. So-and-So would think badly of me and I'll be letting him down. He has a better opinion of me than that." This means that the group leader has been able to get something into this youth. He was able to pump some typhoid vaccine into the system for resisting polluted water. This means that the leader was liked and accepted, and that the particular inmate identified with him. His image, even at a removed distance, can influence the inmate when he is released.

Ideally, all kinds and grades of staff should play the role of significant other in the lives of the inmates they touch. It is particularly important that leaders of community-oriented programs find ways to play the role of significant other. Under the spell of a significant other the inmate internalizes better, his resistance melts, his models are likely to change, his insights will improve. He becomes a more ready subject for behavioral conversion.

THE YOUTHFUL OFFENDER WORKSHOP

Varied attitudes were expressed concerning the role and effectiveness of an inmate's instructor. Careful supervision would be a necessity. A role of tutor or teacher aid would be more appropriate. Pressure would be brought to bear upon the inmate teachers for grades. Inmate teachers may have rapport but not necessarily ability. Care would have to be taken to insure that the inmate was qualified to teach. In actuality the issue of inmate instructors is not applicable to a juvenile facility.

There is need for more involvement in a team approach. Teachers should be working with social workers and cottage parents. In dealing with new approaches one should take care to evaluate the effectiveness of the approach. We should be concerned with the results of programs which we apply. Research prior to experimentation is often advisable before making arbitrary changes. It is often necessary to rely on a prognostic approach in view of the present level of knowledge.

There is some difficulty in discussing youthful offenders as there is no single clear definition of the term. Different states and different jurisdictions use different criteria for identifying the youthful offender. In general for the purpose of group discussion the youthful offender is a person under 25 years of age, a first offender felon, and is considered a juvenile delinquent. The absence of a clear definition indicates that it might not be possible to rigidly define the term.

The T.P.O. (teacher-probation officer) Program is considered to have merit. Such a program which is not limited to guidance counselors would enable the community to make use of the knowledge and established position of the teacher.

Teachers need be concerned with interpersonal relationships and self-conceptions of inmates. Personal identity is just as important as the program offered to a juvenile offender. Self-perception and self-concept can be developed in these offenders. The first is the establishment of rapport with the individual through various techniques. It is the individual person who makes the difference in an offender regardless of how well he is trained or how good the program is.

It is necessary to get the content of a program and the people involved in the program together to motivate the inmates. You need to know how much of each of these is needed and how to combine them to obtain an effective effort. It is important to realize that there should be emphasis on the general group and peer kind of interaction among inmates as well as upon the one-to-one kinds of relationships between staff and inmate. In addition it should be noted that often too much emphasis is placed upon forcing the inmate to change rather than having the institution and staff change to provide a situation which would be conducive to a more effective effort.

It is extremely important, no matter what kind of program we have for the youthful offender, that we operate within reality. The offender is going to return to the community to face the problems and difficulties of adjusting to community living. When he gets back in the outside world he must be able to adjust and adapt to the reality of the world.

There is a need to nurture and develop the offender's capacity to relate and to inculcate values. The question is what kinds of values should be and can be changed. It is agreed that there are certain values which are universal regardless of the socio-economic status. Mass media has assured this kind of universality of values and their learning. However, there are differences between generations, between classes, and between ethnic groups which must be recognized and dealt with. So we must decide which are universal values and at the same time be aware of the unique values. Perhaps instead of thinking so much about how different the offenders are from normal people we should think and recognize how much like normal people they are. They want the same kinds of things we do, but they just go about it in a different unacceptable manner.

SHORT TERM ADULTS AND FEMALE OFFENDER WORKSHOP

This group demonstrated an early interest in recent innovative development in the field of corrections. The innovation of central interest was the computer. Computerized tabulation and analyzation data permits the correctional field to investigate more fully many questions which in the past have been unreachable. New systems which allow an entire Bureau to contribute to and utilize the central system reduce cost and increase effectiveness.

The problem of the first time offender poses quite a quandry. The individual who is released at the end of his sentence has demonstrated by his institutional adjustment that he needs help. He most needs the supervision in the community for which he does not qualify. The present system has no provision for dealing with a problem of this nature.

Motivation is an important factor in terms of maintaining a job. An inmate is more apt, upon release, to remain in a job which he has acquired through his own efforts rather than in a job which has been arranged by the Parole Officer. A self obtained job will tend to be a job aligned to the inmate's interest. Another factor revolves around personal commitment. To a degree the inmate has committed himself to wanting that particular job.

The guidance counselor in an institution has minimal contact with the individual inmate. The teacher actively involved in the education program has greater contact with the inmate thus has more knowledge concerning his attitudes, plans, etc. The team method of classifying inmates provides for maximum use of teachers' knowledge. Written reports from those people most closely involved with the inmate would serve as useful tools.

Improvement of institutional programs is hampered by problems of obtaining feedback. Correctional institutions receive little or no feedback on the success or failure of their programs. They are aware of some of the failures. But there is no response on the degree of success and incomplete response on the degree of failure. This lack of information concerning the success of the program makes it impossible to evaluate the program. Thus there is little factual basis for continuing or discontinuing a program.

A crucial area of interest involves the community's relationship to the institution. There is a need for interaction between the institution and the community. The institution can little afford to be insular. Programs of merit such as work release, study release, and halfway houses require community support. Community contacts should be maintained so that an inmate is not isolated from the concepts of community life. The staff of an institution must be loyal. But more than that they must speak out for the institution in the community. Public relations should be the responsibility of every employee. The use of volunteers from the community and volunteers from the institution in community tasks will solidify in a good working relationship.

Education can and must play an important role in the correctional process. A personal positive association with each individual must be attempted so that the proper foundation is set for reentry into the community. The inmate must be motivated not as a gimick for parole but by true motivation to acquire academic stature which will continue after his stay. The inmates must be taught the proper ways of conducting themselves upon their release. They must learn that long hair, unpolished shoes, certain mannerisms, and certain ways of speaking are signs to which many people react negatively. There must be an effort to avoid the practice of skimming the best off and making them the recipients of our attention. We must work even more with those who have little potential. They must be taught the basic subject matter, but they also need assistance in the development of a strong, positive, personal self-image.

In summary this workshop approached in a realistic manner many of the crucial questions pertinent to our field today.